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California City General Plan 1978-1990

LAND USE & CIRCULATION



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California City General Plan 1978-1990

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David Oliver, Associate Planner

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CONTENTS

Introduction	1
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OVERVIEW

History of the City	3
Description of the Area	5
The Existing Community	9

ANALYSIS

Planning Approach	13
Existing Documentation	15
Population Projections	16
Water Availability	22
Development Constraints	24
1978 Statistical Summary	25
Unknowns and Trends	27

CONCEPT

Goals and Objectives	33
Recommendations and Policies	36
Definitions and Standards	45
Land Use Categories	50
The Community Core	51
Growth Management	56
Phasing Plan	57

PROCESS

Consistency with Other Elements	61
Sphere of Influence.	63
Future Studies and Programs	65
Implementation.	69

ILLUSTRATION, CHARTS and LISTS

Antelope Valley Resident Population	6
Antelope Valley Housing Units	8
Recreational Amenities within the City	9
Existing Documentation	15
Regional Map	18
1978 Statistical Summary	25
Land Use Categories	50
Community Core Land Use Analysis	54
Plan of Community Core	55
Phasing Plan	58
LAFCO Sphere of Influence Map	64
Land Use and Circulation Plan: Built-up Areas	72
Land Use and Circulation Plan: Overall Community	73

Of the man-made things, the works of engineering and architecture and town planning are the heaviest and biggest part of what we experience. They lie underneath, they loom around, as the prepared place of our activity. . . A child accepts the man-made background itself as the inevitable nature of things; he does not realize that somebody once drew some lines on a piece of paper who might have drawn otherwise. But now as engineer and architect once drew, people have to walk and live.

- COMMUNITAS

INTRODUCTION

This document is a record of California City's past and a definition of its aspirations for the future. California City is a young community and its character is still very much in the formative stage. The General Plan presents recommendations for guiding the form and pattern of new growth. It describes the way in which California City wants to grow and recommends guidelines for achieving the desired results.

California City's first Land Use and Circulation Map was adopted on January 15, 1968 and has never been revised. The proposed General Plan 1978-1990, reflects the changing policies and philosophies which have occurred during the past ten years. It is responsive to present and future needs and seeks to unravel the inconsistencies which have accumulated over the past decade. The planning effort was assisted by way of substantial community input in an effort to identify and confront the difficult problems.

Although this report is concerned specifically with the Land Use and Circulation Elements, they are derived from the complex network of social, economic, ecological and physical factors. The plan treats these as interdependent factors which underlie its recommendations. The Land Use and Circulation Elements are an outline for California City's future growth and development. They constitute a guideline and policy statement against which all planning proposals and decisions should be evaluated.

The original planners of California City took it upon themselves to make accurate long range forecasts of the future and they were wrong. The purpose of the California City General Plan is not to know the unknowable, but rather to create a credible context within which to make present decisions with some sense of their future consequences.

Typically the general plan for a community of approximately 3,000 persons would not endeavor to relate its potential size to that of major urban areas. The tendency to do so in California City results from the size of the City's incorporated limits as well as the number of absentee property owners. Assertions of extraordinary population increases are commonplace.

To address the frequent question posed by California City's unique circumstances, a range of population comparisons and projections are included in the Analysis section.

Throughout the public hearings, three functions were stressed as being central to the planning process:

1. To provide accurate information upon which to make decisions.
2. To portray images, both positive and negative.
3. To understand that actions have consequences and that nothing occurs without a related cost.

The first presentations concerning the General Plan study were made to the City Council in November, 1976. Subsequent public hearings were held by

the Planning Commission throughout a four month period. Their recommendations were published in a 15 page narrative and adopted by the City Council on June 14, 1977. Public involvement has been an on-going affair. On June 18, 1977, in cooperation with the Institute of Cultural Affairs, the California City Chamber of Commerce presented a Town Hall Meeting. This was a series of workshops in which the participants identified special challenges which were felt to be unique to California City.

The planning approach endeavored to combine pragmatism with an exploration of California City's long term potential. The General Plan defines both the "knowns" as well as the "unknowns" and then charts a framework for action and continued study.

To those for whom the high desert has a unique appeal, California City is a place of magnificent potential and quiet beauty. It is also a city of exciting problems. Exciting because it embodies, with unusual clarity, many of the problems to be found in a great variety of cities. It is one of the country's new communities and at 119,000 acres is one of the largest of its kind. Like all new communities a program of sales and marketing induced its beginning and for the foreseeable future will continue to play a part in its evolution. Although a new community the city is old enough to be in need of renewal. Other urban problems evident in California City are the conflict between frontier values and growth management as well as the struggle inherent in the changing relationships between the private and public sectors.

Elements of each of these considerations can be found in most cities, but in California City the happenings are all so recent that the issues of cause and effect seem somewhat easier to comprehend. What is less clear is what California City should become in the future.

The preliminary draft of this document was presented to the California City Planning Commission on August 1, 1977. Final public hearings to review and provide public input to the draft were held on October 12, 13 and 14 and again on November 10 and 22, 1977.



OVERVIEW

HISTORY OF THE CITY

An overview of California City's past provides useful insight into the forces which have produced the state's third largest incorporated area with current population of less than 3,000 persons.

California City began as a private land development with the first sale of land occurring in 1958. The community's largest single land owner and developer is an outgrowth of the original entity which started the community.

The known history of the California City region starts with the Paiute Indians who roamed the area for centuries. The Conquistadores are believed to have conducted mining operations in the region, using Paiute manpower.

During the last 200 years, the California City region has experienced two phases and is entering a third. The first phase was one of exploration, mining and agriculture. The second phase was characterized by promotional land sales. And the emerging third phase is that of molding California City into a growing and yet responsible human settlement.

FIRST PHASE

Exploration, Mining and Agriculture

The first known explorers to the area came from the east under the leadership of Father Francisco Garces in 1776. In late 1849 or early 1850, Rogers and Manly, trying to reach help for the stranded Death Valley 49'ers are believed to have passed nearby the California City area. In the 1880's, the famous 20-Mule Team Trail was created to carry borax ore from Harmony Borax Works in Death Valley to the railhead in Mojave. When the mines opened up in the Randsburg/Johannesburg area, the Randsburg/Mojave artery became the most heavily travelled road in the area.

The Conklin Ranch was started at the turn of the Century just north of the City's present electric substation. Shepherders roamed the area every spring and the remains of two of their shelters as well as a watering cistern can be seen within the City limits. The presence of sheep initiated farming operations to raise alfalfa and there were later attempts to raise cotton. The farming operation of at least one prominent pioneer in the area was hampered by a couple of years of bad weather which caused a financial burden that could not be sustained. Agriculture began to diminish in the area.

SECOND PHASE

Promotional Land Sales

Land in the area was purchased by a group of developers. They started buying land in what is now the eastern part of the City and then bought out two farmers (Mendiburu and Rudnick) who had established operations on the western lands.

Some of the literature put out by the early promoters would indicate that they had lofty goals for a city which by way of careful planning would create an

oasis of environmental excellence. Many responsible planners and architects were commissioned to work on the California City dream. According to a developer-sponsored brochure put out in 1961 "California City's Superior Planning" received an Award of Merit from a joint panel of the American Institute of Architects and the editors of Sunset Magazine. The following excerpts are from a California City brochure and were attributed to the Los Angeles Examiner, dated January 22, 1961:

" . . . it's especially refreshing to find a group of men whose sole concern is tomorrow's city - not the rebuilding of an old city but the development of a new city in an almost revolutionary manner. . . The city in point is California City, 83,000 acres of high desert land south-east of Bakersfield.

" . . . The product of their efforts is. . . a concept which is almost certain to be studied and copied in dozens of places across the United States. Instead of one city it proposes seven cities, each with its own nucleus and each with its own reason to be. Winding into and around each city will be vast open areas - some of it natural desert, some of it farm land. . .

" . . . The plan calls for virtually total design control. An architectural review board will pass on every proposed building. . . . Only a small part of California City will have the house, lot and block arrangement of our typical subdivisions. . .

" . . . The various types of residential development will not be concentrated . . . We want to discourage tracts of single-family dwellings . . . The result is a revolutionary plan for a new type of city and a new living environment, unlike any other city in the United States."

The past sales activities were characterized by a high-powered, nationwide sales campaign which resulted in a small community of scattered single-family dwellings and hundreds of miles of deteriorating roads serving literally thousands of empty lots owned by absentee purchasers.

THIRD PHASE Community Development

The original economic base of the City was predicated on continuous land sales activities and their related development functions. A significant portion of the City's population was a direct result of persons employed by the land developer. Land continues to be sold in California City just as it is all over the country but several major changes have taken place since the days of the high volume promotion. California City was incorporated on December 8, 1965, with a population of 617 persons. Today the community has a strong and aggressive City Council-Manager form of government. The developer is still a significant participant in the community, but policy is set at City Hall. California's land use legislation has dramatically changed the ground rules and California City has been adjusting to the changes.

DESCRIPTION OF THE AREA

California City is part of the Antelope Valley and is located in the high desert region. Its elevation at 2400 feet provides temperatures generally cooler than Palm Springs. Much of the City is flat terrain with attractive mountain vistas. The climate of California City is characterized by low humidity, low annual rainfall and wide fluctuations in temperatures. Frequent strong winds occur in the spring and early summer months. The average annual precipitation is approximately five inches, with most rains occurring from November through March. Average temperatures range from 83° in July to 46° in December. The prevailing winds occur from 240° to 260°, a southwest flow, which travels up the Antelope Valley at a mean speed of 6 to 12 knots with an extreme velocity of 53 to 67 knots.

California City is surrounded by undeveloped desert. The only contiguous land which is specifically designated is the Desert Tortoise Preserve which occurs along the City's northwest border. Although the large turtles can be found in the fringes of Utah, Nevada and Arizona, the Mojave Desert is the only place they seem to thrive. Approximately 30 square miles have been fenced in by the Bureau of Land Management as part of the desert sanctuary.

The Antelope Valley is a triangular-shaped plain of some 3,000 square miles bounded by the San Gabriel and Tehachapi Mountains on the south and northwest, respectively. The Antelope Valley is located in portions of east Kern and north Los Angeles Counties and contains such principal population centers as Lancaster, Palmdale, Edwards Air Force Base (EAFB), China Lake Naval Weapons Center and Ridgecrest.

Growth in the Antelope Valley has been characterized by linkage to an essentially undiversified economic base. Agriculture and mining have played important but limited roles as local industries. Major crops produced are alfalfa and grains, fruits, nuts and vegetables, and key minerals which are extracted and processed include boron, (U.S. Borax and Chemical Corporation supplies world markets with boron, a vital element in spaceship fuels, atomic reactors and plastics), cement, clay, rock and gravel, and alumina bauxite. However, it is the aircraft, weaponry, and more recently, aerospace industries which have been largely responsible for population growth and concomitant land value appreciation.

The Southern California Association of Governments (SCAG) estimates total acreage in the Los Angeles County portion of the Antelope Valley at 1.4 million acres which constitutes 54 percent of Los Angeles County acreage. In 1970 only two percent of this acreage was in urban use and an estimated 624,000 acres were non-preserved, i.e., available for development. This constitutes 81 percent of the available developable acreage in Los Angeles County.

The following table shows projected resident population in the Antelope Valley to 1990, as forecast by SCAG (L.A. County portion) and Kern County Planning Commission. The selection of reasonable population forecasts for the Antelope Valley, particularly the Los Angeles County portion, is complicated by the issue of anticipated growth induced by construction and

PROJECTED RESIDENT POPULATION IN THE ANTELOPE VALLEY
1960-1990

<u>Antelope Valley</u>	<u>1960-^{3/}</u>	<u>1970-^{3/}</u>	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>
Kern County Portion						
East Kern LSA ^{1/}	36,679	44,988	48,980	50,800	53,100	55,400
Tehachapi LSA	<u>5,575</u>	<u>6,119</u>	<u>7,650</u>	<u>8,100</u>	<u>8,850</u>	<u>9,600</u>
Subtotal	42,254	51,107	56,630	58,900	61,950	65,000
Los Angeles County Portion						
Lancaster RSA ^{2/}	41,979	51,446	55,762	68,000	84,500	101,000
Palmdale RSA	<u>23,576</u>	<u>31,429</u>	<u>33,541</u>	<u>37,000</u>	<u>48,000</u>	<u>59,000</u>
San Gabriel Mountains RSA	<u>2,612</u>	<u>2,013</u>	<u>1,806</u>	<u>1,900</u>	<u>1,950</u>	<u>2,000</u>
Subtotal	68,167	84,888	91,109	106,900	134,450	162,000
Total Antelope Valley	110,421	135,995	147,739	165,800	196,400	227,000

1/ LSA = Local Statistical Area as defined by the Kern County Planning Commission. Includes Ridgecrest, China Lake, Boron, Mojave, California City, Edwards AFB, Rosamond and smaller communities in East Kern County.

2/ RSA = Regional Statistical Area as defined by SCAG. The boundaries of these areas encompass outlying communities as well as communities cited.

3/ U.S. Bureau of the Census.

Source: Kern County Planning Commission, Southern California Association of Governments, U.S. Bureau of the Census, and Economics Research Association.

operation of the Palmdale Intercontinental Airport and buildup associated with EAFB programs. The SCAG projections reflect scaled-down expectations of PIA-induced growth, yet predict growth in excess of net natural increases in the area reflected in the Department of Finance E-O series. As shown, the resident population in the Antelope Valley is projected to increase by 18,061 between 1975 and 1980.

Median household income in the Antelope Valley has tended to be somewhat higher than in Kern and Los Angeles Counties. Census tract information reflects higher-than-average household incomes in Ridgecrest and Boron and lower-than-average at EAFB, with portions of Lancaster and Palmdale falling into both ends of the range.

According to the U.S. Census, 45,372 residents of the Antelope Valley were employed in 1970. This total includes private wage and salary and government employees, and self-employed and unpaid family workers.

As in the case of population forecasts, employment projections for the Antelope Valley generally anticipate growth induced by PIA and EAFB and, as such, have been shown to be optimistic. For example, 1975 employment was recently estimated at 46,000, as compared to the larger 1974 projection of 48,810. Further, results of a survey of selected aerospace industries in the Antelope Valley demonstrate the unpredictable and fluctuating nature of a key element in the market area employment base. Employment represented by nine major firms dropped from 8,500 to 6,100 in roughly one year (1975 to 1976) and was expected to rise to a level of 7,300 during 1977. This indicates a high degree of sensitivity to government program decisions and conditions of the national economy. At-place employment in the Antelope Valley is projected to increase by nearly 9,600 persons by 1980, although it is clear that caution should be exercised in using Antelope Valley employment and population projections as a planning basis.

PROJECTED POPULATION AND HOUSING UNITS IN THE ANTELOPE VALLEY
1970-1981

	1970			1975			1976		
	<u>Population</u>	<u>Housing</u>	<u>Population</u>	<u>Housing</u>	<u>Population</u>	<u>Housing</u>	<u>Population</u>	<u>Housing</u>	<u>Population</u>
<u>Antelope Valley</u>		<u>Units</u>	per	<u>Units</u>	Unit	<u>Units</u>	per	<u>Units</u>	Unit
Kern County	51,107	16,531	3.1	56,630	19,100	3.0	57,080	19,195	3.0
L. A. County	84,888	29,149	2.9	91,109	35,351	2.6	94,025	36,305	2.6
Total	135,995	45,680	3.0	147,739	54,451	2.7	151,105	55,500	2.7

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	1980			1981		
	<u>Population</u>	<u>Housing</u>	<u>Population</u>	<u>Housing</u>	<u>Population</u>	<u>Housing</u>
<u>Antelope Valley</u>		<u>Units</u>	per	<u>Units</u>	Unit	Unit
Kern County	58,900	19,630	3.0	59,500	19,830	3.0
L. A. County	106,900	40,490	2.6	112,300	43,190	2.6
Total	165,800	60,120	2.8	171,800	63,020	2.7

Source: U. S. Bureau of the Census, L. A. County Regional Planning Commission, Southern California Association of Governments and Economics Research Associates.

THE EXISTING COMMUNITY

For a city of less than 3,000 persons, California City has excellent community facilities. The need to expand and upgrade both its recreational and cultural facilities is based on the desire to increase the population base rather than simply to service that which already exists.

California City has a medical center/out-patient clinic and a full time ambulance service connects the City to more extensive health treatment facilities in Lancaster. Most of the City's retail shops occur in the Aspen Mall. The City has three motels, including a major 105 room facility.

There are five church groups: Community Church, Eternal Life Church of God and Christ, First Baptist Church, Fellowship of Full Gospel Church, and the St. Bernadette Catholic Church.

The Robert P. Ulrich Elementary School, located within the City, is part of the Mojave Unified School District. Enrollment in grades one through six dropped from 423 in 1974 to 313 in 1977. Joshua Jr. High and Mojave High are both located in Mojave. Other educational facilities in the area include evening classes at Edwards Air Force Base, Cerro Coso College at Ridgecrest, the Antelope Valley Junior College in Lancaster, as well as Kern Community College and California State, both in Bakersfield.

Extensive recreational provisions occur in Central Park, including a swimming pool, tennis, paddle boats on the lake and related play fields.

There is an 18 hole, par three golf course, which is illuminated for night play. A major recreational feature is the newly completed championship golf course which extends throughout the Community Core.

Galileo Hill in the outlying community includes camp sites and toilet facilities as well as a clubhouse, stables, petting zoo and hilltop gazebo. Additional picnic facilities are located at Borax Bill Park.

The following recreational amenities are owned and/or operated directly by the City:

GOLF COURSES

- 6900 yard Championship Golf Course
- Driving Range
- Putting Green

- 18 hole, par 3 Golf Course
- Pro Shop - Golf Rentals
- Snack Bar
- Driving Range
- Putting Green

COMMUNITY CENTER

- Recreation Office
- Senior Citizen's Center
- Large Rental Hall

MARINA AND SWIMMING POOL

- 37-1/2' x 75' Pool
- Separate Wading Pool
- Showers and Dressing Rooms
- Sports Equipment Rental
- Bicycle Rental
- Restrooms

CENTRAL PARK

- Picnic Facilities
- Basketball Court
- Shuffleboard Court
- Horse Shoe Pits
- Baseball Diamond
- Tennis Courts
- Two Children's Playgrounds

SPORTS ARENA

- Multi-purpose Sports Building
- Restrooms

BORAX BILL PARK

- Twenty-Mule Team Parkway
- Camping Spaces
- Barbecue Pits
- Picnic Tables

LITTLE LEAGUE BALL PARK

- Lighted Diamond
- Dugouts
- Snack Bar
- Restrooms

OPERATED BY A PRIVATE DEVELOPER:

GALILEO HILL PARK

- Horseback Riding
- Camping Spaces
- Petting Zoo
- Small Store (Mini-Market)
- Restrooms

UTILITIES

- Water: The City is provided water services through the California City Community Services District (CCCSD). The District's facilities have a maximum pumping capacity of eight million gallons per day with average daily consumption being two million gallons.
- Sewer: The existing primary treatment plant, also operated by CCCSD, has a capacity of a quarter million gallons per day. As of July, 1977 there were 458 sewer connections.
- Gas: Natural gas is piped in by Southern California Gas Co. Also, LP gas is widely used through the Community.
- Electrical: Service is supplied by Southern California Edison Co.
- Telephone: Continental Telephone Co.
- Cable Television: WGN Electronic Systems Co.

TRANSPORTATION

Regional Circulation

California City has good access to the surrounding freeway/highway system to the south and to the west. Coming from Los Angeles, the western entrance to the City is the Antelope Valley Freeway (State Route 14) which connects to the Golden State and San Diego Freeways.

South of the City, State Route 58 provides excellent east-west circulation. Interstate 395 which connects the Riverside area with the National Parks to the north has no formal connection to California City although it occurs less than a mile and a half from the City's eastern border.

Local Circulation

California City has an extremely dispersed and underutilized street system. There are 591.7 miles of roads of which 308.2 are graded and 283.5 are paved. All but 30 miles of the paved roads are of the "desert mix" type and are in need of repair. Typically the desert mix will hold up for 4 to 5 years and longer where there is vehicular activity. As of year end 1977 there were no transit provisions and the City's layout is too dispersed for convenient walking. Sections of California City Boulevard have been designated as bicycle paths. Many streets are excessively wide as a result of the original Kern County requirements.

The community's main 20-mile diagonal spine to the northeast stops slightly over a mile short of US 395, a major north-south artery. Some of the streets shown in the originally adopted General Plan cross platted, and built-on lots. There is now no congestion but this is a result of widespread decentralization and minimum development.

Air Transportation

California City Municipal Airport is used for general aviation and is located on 212 acres, 4 miles northwest of the Civic Center. The airport has a 6,000 foot illuminated runway, a small public terminal, and a privately operated, municipally-owned restaurant. In the immediate area are hangars and manufacturing and aviation-related businesses.

POPULATION

It is expected that California City's population will grow faster in the future than in the past and that this growth will accelerate as a result of the compounding impact of new development. Demand for new housing will focus growth in the already built-up areas while land sales further out will continue but will have little direct effect on the immediate look and feel of the City.

HOUSING

California City's existing housing stock is made up of approximately 71% single family dwellings, 15% mobile homes and 14% multi-family. Present housing is biased toward the predominant middle-income, single-family mode. A more complete housing balance should be considered with special emphasis put on promoting the diversity of what is offered.

COMMERCIAL

Ways of motivating California City's citizens to spend their dollars within the City must be thoroughly explored. Additional shopping opportunities are needed as well as land use designations for more neighborhood retail. The Chamber of Commerce is actively promoting commercial growth in order to strengthen the fiscal and economic base of the Community.

INDUSTRIAL

Industrial growth is an obvious prerequisite for expanding the City's economic base. Most of the industrial use will be centered around the airport. The need is to expand opportunities for employment within the City, adding to the tax base and to economic balance as the City grows.

OPEN SPACE

California City's Open Space Element was adopted June 18, 1973 and has never been updated. The 138 page document contains no map or indication as to where the open space occurs or what the philosophy is behind its distribution. With the exception of Cache Creek and some minor fault zones, there are few natural features to determine open space corridors.



ANALYSIS

PLANNING APPROACH

The full General Plan consists of nine elements: Land Use, Circulation, Housing, Open Space, Conservation, Seismic Safety, Noise, Scenic Roads, and Safety. The Land Use and Circulation Elements of the General Plan has been approached at two levels of details.

The Overall Plan

On the overall city scale the planning options appear to be strongly limited by the platting of 45,780 individual lots or parcels. To be effective, the planning approach to the overall city has to take into account these existing commitments. The planning effort must also acknowledge the significant unknowns inherent in the unusually long time frame and the magnitude of the undeveloped land.

In the already subdivided areas the degree of planning flexibility is dependent upon one's interpretation of the balance between the constitutional guarantees of the right to own and maintain private property and the restrictive aspects of the public welfare. Some of the options discussed during the study phase took note of the increasing exactions being assumed by government and upheld by the California courts. In the case of California City, the evaluation of such options was disciplined by considerations concerning the public benefits which the City seeks from healthy development in the private sector.

Two assumptions describe the context within which the overall planning area must be approached. (1) It is unrealistic to think in terms of knowing in 1978 what the ultimate look and feel will be of the total 186 square miles, and (2) accurate projections for California City's long range future are not possible to achieve and therefore cannot be a precondition for preparing the General Plan. However, within the vast undeveloped City there are areas which can be defined in more detail. As part of an overall growth management program, these "Core" areas are viewed as becoming somewhat higher intensity nodes within a more dispersed low density pattern of development.

Planned Core Areas

The overall General Plan designates selected locations as potential Planned Core Areas. These areas are composed of substantially unplatted land, situated adjacent to major existing or planned transportation corridors. The first Planned Core Area - The Community Core - has been designed in detail as part of the 1978-1990 General Plan.

The Planned Core concept is one of selecting areas in key locations to serve as focal points for commerce, governmental and private services, education, recreation and housing. Whereas the first core area includes various public, governmental and institutional uses, it is possible that future core areas may be devoted in large part to commercial, industrial or other private special purpose uses.

In terms of planning, the core areas become the subject of special urban design considerations. Unlike the unknown time frame for the overall City,

each Planned Core Area should, in the future, be studied as defined, unplatted areas, capable of land use options not prematurely foreclosed by previous commitments.

In summary, the overall plan requires a strategy which is workable within a complex network of existing conditions. By contrast, the Planned Core Areas are to be developed in accordance with comprehensive, detailed plans appropriate to the changing needs and conditions of California City.

SIGNIFICANT EXISTING DOCUMENTATION

1. General Plan Map, adopted January 15, 1968.
2. General Plan for Water Supply and Water Distribution, prepared October, 1971.
3. Water/Sewer Element and Program, adopted August, 1972.
4. Housing Element, adopted August, 1972.
5. Conservation Element, adopted June 18, 1973.
6. Open Space Element, adopted June 18, 1973.
7. Sign Ordinance No. 74-177, adopted August 27, 1974.
8. Previous Civic Center Master Plan, prepared April, 1974.
9. Draft Environmental Impact Report for the Proposed Civic Center Master Plan, prepared April, 1974.
10. Zoning Ordinance, Reprint No. 4, dated December 20, 1974.
11. Scenic Highways Element, adopted January 14, 1975.
12. Seismic Safety Element, adopted January 14, 1975.
13. Noise Element, adopted May, 1975.
14. Safety Element, adopted November, 1975.
15. Planned Unit Development Ordinance, Reprint No. 5, dated August 24, 1976.
16. Existing Flood Plain Mapping prepared by HUD.
17. Recorded Plat Maps.
18. Antelope Valley-East Kern Water Agency (AVEK) Report.
19. Municipal Airport Master Plan 1975-1995, September 1976.
20. Summary Report for item 19.
21. Municipal Airport Master Plan, Draft Environmental Impact Report, September 1976.
22. Special City Census taken June, 1977.
23. Land Use and Circulation Elements Narrative, adopted June 14, 1977.
24. Economic Base Analysis and Projected Economic Development Plan, June, 1977.

POPULATION PROJECTIONS

No attempt is made here to make a detailed population projection but rather to explore a range of extremes which can help to visualize the future possibilities. Because California City is the State's third largest incorporated municipality, there is a tendency to envision it as a major but embryonic urban area. Those responsible for the City's 1968 General Plan portrayed the fledgling community as a totally urbanized area, spiralling beyond its limits of incorporation and serviced with a circulation system which could easily handle a population in excess of a million persons. The feasibility of creating such a city might have been given credibility by Los Angeles itself which took only 50 years to go from 11,000 persons in 1880 to 1,238,000 in 1930.

The growth of Los Angeles is, of course, meaningless for comparative purposes. It was part of the territorial expansion of the West, caused by natural resources, trade routes and other circumstances which made Los Angeles a political/administrative center from very early in its history.

It is not the purpose of this analysis to limit the ultimate size of California City but rather to replace vague assertions of the past with a rational framework for viewing growth patterns over the next twelve years.

The history of California City is one of limited data, a self-induced market and extreme contrasts, all of which add to the difficulty of projecting the future. In terms of land use and circulation, the most significant contrast is the ratio between the City's current population of less than 3,000 people and its incorporated area of 119,000 acres or just under 48 acres per person. Another extreme is the contrast between the amount of subdivided land and the number of houses built to date. There are approximately 975 dwelling units on a total of 45,780 subdivided parcels or lots. Thus approximately 97% of the subdivided land currently stands empty. As of May 1977, the number of lots sold (either deeded or under contract) was in excess of 36,000 lots. Within the limits of incorporation there exists in the neighborhood of 50,000 acres of unsubdivided bulk land. Large blocks of vacant land are owned by a single developer and the Bureau of Land Management. The BLM owns approximately 12 square miles within the city limits and virtually the entire northern border outside the central and eastern portions of the City. The Southern Pacific Land Co. owns large holdings outside the City, mainly to the southwest.

Any attempt to project an ultimate theoretical population for California City tends to be thwarted by at least the following variables:

- . How and when the existing subdivided land might be developed.
- . The eventual use of the currently unsubdivided lands.
- . Future land use densities.
- . Related regional and environmental considerations.
- . Development potentials and constraints which will emerge over time.

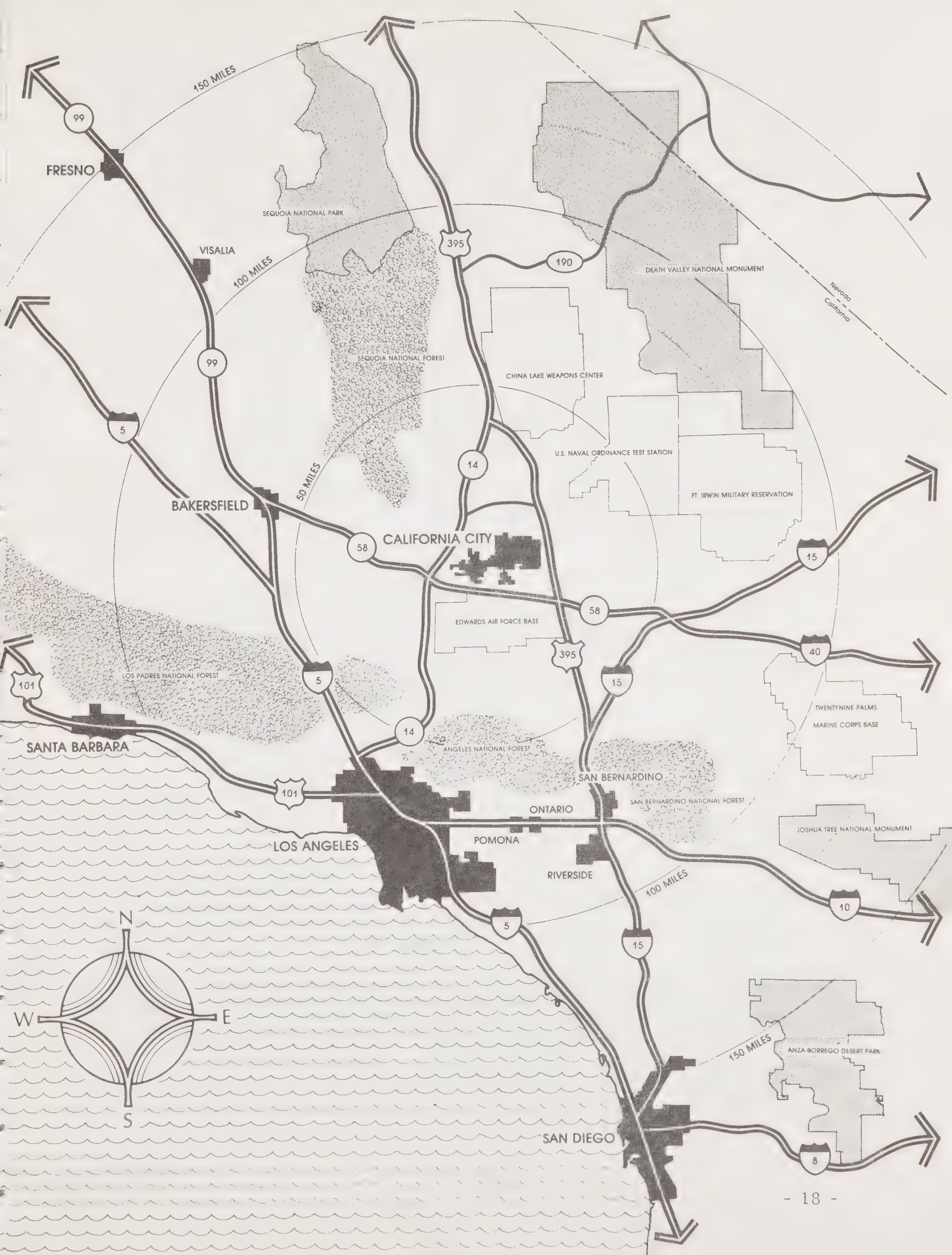
Although California City does not presently occur in the path of dramatic growth, the notion persists that it will one day be a major city. Five considerations are most often cited as the basis for this expectation:

1. California City enjoys a pleasant smog-free climate. Los Angeles, by contrast, is viewed as a deteriorating environment which will eventually cause its residents to relocate in places like California City.
2. Although California City has a small resident population, it has a tax base from approximately 45,780 subdivided parcels and is the State's third largest incorporated area.
3. California City is located within 40 miles of the Naval Weapons Center at China Lake and within 10 miles of Edwards Air Force Base. EAFB is the site for the new NASA Space Shuttle Program.
4. The Intercontinental Airport at Palmdale is located 55 miles south of California City and its land purchase phase is proceeding on schedule.
5. California City is within an easy two to three hour drive from the ocean to the southwest, Los Angeles to the south, the National Park System to the north, and is within a four hour drive from Las Vegas to the northeast.

Planning for California City's future must take into account its existing land use extremes. Elements of urbanization such as subdivided lots, streets, as well as water and power distribution, already exist far in excess of any immediate need. In terms of the General Plan, precise population forecasts are neither possible nor necessary. What follows is a framework of comparisons designed to approximate a rational relationship between a probable growth rate and its respective land use and circulation needs. Many assumptions can be considered concerning future growth potential. To illustrate a range of possibilities, it may be assumed that California City will grow over the next 12 years in one of the following four ways:

1. As a fixed percentage of the total Antelope Valley.
2. As a percentage of the Antelope Valley plus a percentage of all present and future absentee property owners moving into the City.
3. At a rate similar to dramatic growth areas which have occurred elsewhere.
4. At a rate similar to southern California's most successful, private large scale new communities.

As of June, 1977 California City had under 3,000 residents and the total population of the Antelope Valley was approximately 150,000 persons. Thus California City represented approximately 2 percent of the regional population. By 1990, according to the Kern County Planning Commission and the



Southern California Association of Governments, the total Antelope Valley population will have grown to 227,000 persons or an increase of 51.3 percent. Applying this factor directly to California City, its population in 1990 will be approximately 4,500 persons. In addition to the City's present residents and assuming a ratio of three persons per lot, approximately 111,400 people are contractually linked with the City who do not now live in the Community. This absentee body of people represents 37 times the present population. In addition to the existing body of absentee owners, it is expected that the remaining 11,634 lots will continue to be sold.

At the high point of the land sales industry, over 9,000 lots were sold in California City in 1970. For purposes of comparing various population projections, it is assumed that a minimum of 600 new lots will continue to be sold each year between now and 1990. Actual lot sales may vary greatly from year to year as witnessed by the recorded highs of 1970. The 600 unit figure is used for study purposes.

In September 1976, the City's major developer took a sample poll of those persons in southern California who own land in California City. The poll was conducted by telephone and included questions as to when the landowner might move to California City. Thirty-seven percent of those called indicated that they planned to move to California City within the next five years. The telephone interviews were followed by a mail-out survey to 24,000 landowners, including those living in other states. Of those responding, sixteen percent indicated a desire to move to California City within five years.

Based on the "Customer Surveys" and on the assumption that the thrust in California City will be away from land sales and toward community development, the number of present and future landowners who will move to California City by 1990 is assumed to be 10 percent. For purposes of projecting the resultant population it is assumed that each lot represents three persons.

Number of empty lots in individual ownership or under contract as of 1977:	35,151
Additional lots to be sold between now and 1990:	<u>7,800</u>
Total	42,951 x 10% x 3 = 12,885
Persons added as a percentage of the Antelope Valley growth	<u>1,500</u>
Total 1990 population of California City	<u>14,385</u>

A population of 14,385 persons would represent a capture rate of approximately 6 percent of the total housing demand projected for the Antelope Valley. The range from 2 to 6 percent is simply a factor of how attractive California City can become in the eyes of potential builders and residents.

Another comparison which is frequently made assumed that California City's natural attractiveness will cause an accelerated growth, equal to that of

dramatic case histories elsewhere. The fastest growing city in the country between 1970 and 1975 was Huntington Beach, California, which increased by 29.1 percent. If California City were to experience a similar rate of growth, by 1983 it would still be only 3,873. If it were to continue at the same rate, it would take until 1988 to reach 5,000 persons. If California City's growth rate were to equal Anaheim, California, its five year increase would be reduced to 16.4 percent.

Although California City is an incorporated municipality, a great deal of its land is still owned by one developer which brings up the comparison with the growth of other privately developed "new communities." The following chart lists six of the more prominent new communities in southern California.

<u>Community</u>	<u>Average Annual Residential Absorption (all unit types)</u>	<u>Residential Absorption 1976</u>
Laguna Niguel	530 (1966-1976)	600
Rancho Bernardo	469 (1965-1976)	300
Westlake Village	611 (1967-1976)	400
Valencia	316 (1967-1976)	144
Mission Viejo	1,028 (1966-1976)	700 (estimated)
Irvine Ranch	1,147 (1966-1976)	800

The average 1976 residential absorption of these six communities was 490 units. For comparative purposes, if California City could grow by 490 units per year during each of the next 12 years the population would reach approximately 20,640 persons.

Over 20 million people live in the urban region between Sacramento and San Diego, making it the third largest urban region in the nation. Between 1970 and 1975, this region had a net migration of more than a million people. Within this area, the Los Angeles-Long Beach region lost 362,000 or 5.1 percent of its population. Similarly, San Francisco lost 53,800 or 1.7 percent. Between 1950-1970 the region as a whole had an annual growth of 3.3 percent. From 1970-1975 this growth diminished to less than a third, or 1.0 percent. From now until the year 2000 it is expected to increase only slightly to 1.1 percent annually. It is somewhat unlikely that California City will become a pocket of development which is dramatically out of step with the region of which it is a part. What it can do is to increase its relative drawing power within that region. Five Scenarios follow which summarize the preceding discussion.

The range between Scenarios One and Four portrays a latitude within which California City could conceivably grow during the next 12 years. California City's future, like its past, will be self induced. Within reason, the City's rate of development will be the result of the aggressiveness with which it is promoted by both the public and private sectors.

Scenario Five includes three critical non-analogous factors: (1) Each of the new communities occurs in an area of relatively dramatic growth; (2) They are not land sales developments but represent heavy front end

investments in community development; and (3) The growth rate of these communities has been diminishing and the energy factor should, in the future, pose a penalty to growth. Thus, in terms of California City, Scenario Five goes beyond a reasonable range and would reflect a cataclysmic change in demand. This Scenario could only occur if some unforeseen conditions were to single out California City for mass migrations of people who would normally be located in other areas.

Five Population Scenarios

<u>Assumptions</u>	<u>California City 1990</u>
1. California City will continue to grow at its current ratio to that of the Antelope Valley as a whole.	4, 500
2. California City will grow at a similar rate to the nation's fastest growing municipalities.	6, 200
3. California City will sustain a continuous growth equal to that of the nation's fastest growing metropolitan area. (Fort Lauderdale-Hollywood, Florida, 30.1% 1970-1974).	6, 605
4. California City will grow at a percentage of the 1990 projection for Antelope Valley, plus the equivalent population which would result from ten percent of present and future property owners moving to the City, (equivalent to 6% of the projected Antelope Valley demand).	14, 385
5. California City will grow at an average rate equivalent to the 1976 growth of six major new communities in southern California.	20, 640

It is the assertion of this report that for planning purposes the population of California City should be assumed to be less than 10,000 people by 1990. This represents the upper end of the range and is based on the present City Council's commitment toward aggressive encouragement of all reasonable growth coupled with a similar commitment from the City's largest private developer. Should one or both of these entities change their policy the growth rate would have to be adjusted downward accordingly. Just how modest that growth might be is reflected in a Land Use Study published in January, 1977 by the Urban/Regional Planning Department of Southern California Edison. According to the SCE Study, by 1995 California City will have a population of 3,640 persons living in 1,650 dwelling units.

WATER AVAILABILITY

Another method of discussing the ultimate population of California City is to assume that there are certain man-made or natural conditions which guarantee an ultimate size beyond which growth cannot occur. The most tangible criteria would be the available water supply. However, the size of California City necessitates extending the time frame of ultimate development well beyond any reasonable ability to make accurate forecasts. When looking a century or more ahead the unknowns are significant, i.e. (1) Hydrology leaves many unanswered questions; (2) We don't know what future sources of water and water distribution will be; and (3) We have no idea what man's response will be to the water shortages occurring throughout the country and how these responses of conservation and invention will affect future settlement patterns.

In 1971, the California City Community Services District hired Krieger and Stewart, Inc. (K&S) to prepare a general plan for water supply and water distribution. The K&S report discusses the difficulty of trying to plan for an ultimate population which will very likely extend beyond the end of the next century and then establishes a theoretical low density "ultimate" development in excess of 250,000 persons. The Land Use and Circulation Elements of the General Plan are concerned with the next 12 years. The K&S report indicates that during this time water availability will not be a constraint to growth.

The current water requirements of the City are being met entirely from ground water sources. According to the K&S report there are two ground water sub-basins within the area which have significant storage capacity. The most important is the California City sub-basin which underlies the existing community area and includes as much as 2,100,000 acre feet of water in storage. The engineers estimate that this basin can be pumped from 1,500 to 2,000 acre feet per year indefinitely with little or no overdraft on the basin. The report suggests that up to 11,000 acre feet per year (enough for about 33,000 people) could be pumped until the overdraft reaches approximately 50 feet, at which time imported water sources should be available from the Antelope Valley-East Kern Water Agency (AVEK) and the pumping would then be cut back to a "safe yield level."

The AVEK pipelines are now under construction and water should be available in 1979. The pipeline capacity will allow 4,700 acre feet annually to be supplied to the City. California City has asked for 2,500 acre feet as its initial entitlement. The goal is to eventually use this imported water as the source supply, with the ground water reserved for peak use.

When California City's water needs exceed 4,700 acre feet per year (approximately 14,100 persons) it will be necessary to secure a larger entitlement from AVEK. If, for example, the growth of California City outpaces neighboring communities, it would then "bid" for a greater water allotment on a first come, first served principle.

If a second line were added parallel to the desert buttes feeder it would be possible to deliver a supply of 15,000 acre feet per year.

It is reasonable to think that during the extended time frame from now until the City outgrows its known sources, the use and management of water resources will have changed considerably. Although the earth's water supply is finite, our daily water requirements, and technology for water processing and distribution is constantly changing. At present the water demands from one part of the world to another are extreme. The per capita consumption of water in New York is four times that of London and the per capital consumption in London is over 90 times that of the semi-arid lands of Africa. For the long range perspective, all that can be assumed is that the conservation trend will continue to be that of doing more with less.

In the past, California City residents have had no economic incentive to conserve water. Meters were either not installed or were not monitored and everyone paid a flat monthly rate for an unlimited water supply. As of 1977 the total water consumption amounted to approximately one acre foot per capita per year. This is over three times the consumption of other inland southern California cities, except those having a large commercial or industrial demand.

By 1990 waste water from the municipal sewage system should be in use for irrigation. Conservation measures such as drip irrigation and other innovations growing out of a "water awareness" should reduce demand to approximately 0.35 acre feet per capita annually. This quantity is a generous supply for an arid location. The most optimistic growth forecast for 1990 projects a total population of 10,000 persons. By this time the imported water from AVEK alone should be providing sufficient water for approximately 1-1/2 times the demand.

Prompted by the publicized statewide drought, the firm of Krieger and Stewart was asked to comment on their 1971 study. In a letter dated March 9, 1977 from Julian D. Stewart, the consultants stated that, "The City has made sound plans (which are being carried out in a proper step wise fashion) to provide a continuously adequate water supply, storage and distribution system. The current water supply quantity is very adequate (for several times over the current volume of use) and the physical condition of the pumping, storage, and distribution system is more than adequate, both as to size and quality."

DEVELOPMENT CONSTRAINTS

Within the City limits are areas of greatly varying potentials for development. The range extends from the so-called "dry tracts" in which land was sold without promise of any improvements, to lots which are presently served with full utilities.

In terms of growth management, it would seem logical to build out from those areas in which the infrastructure already exists. This is the recommended procedure with an exception which is occasioned by the City's contractual agreements to install certain improvements in specific tracts.

Subdivision Deferred Improvements

There are currently 29 SDI tracts within the City. Two of them, tracts 2898 and 2967 are islands within the built-up areas and the remaining 27 occur in the undeveloped area to the east. The SDI notes have a maturity of 8-1/2 to 19 years and were designed to pay for the development of water and paved streets.

There are basically two kinds of SDI agreements. Twenty-six tracts are covered by a form of agreement which provides for installation of water and pavement "at such time as a need therefor exists." No time frame is stipulated. The other form of agreement, which covers tracts 3281, 3282 and 3288 provides that the City shall install the improvements within 10 years from the date of the agreement. According to the agreement, the alternative would be to poll the owners during the ninth year. Construction of these improvements can be postponed by the City until at least 10% of the property owners express the desire for immediate installation.

Right of Surface Entry

Two other major issues exist regarding the presently undeveloped land. The surface entry problem results from lands which were purchased from the State of California in the 1950's. Although the State retained the right of surface entry for minerals, the land was subdivided and much of it sold by the developer. The developer has since filed an application with the State for relinquishment of surface entry rights and is following a routine procedure of core drilling exploration.

1978 STATISTICAL SUMMARY

Area: 119,000 acres (186 square miles).

Population (as of the special census, June, 1977): 2,484 persons.

Existing urban form: Extreme dispersal.

Total number of housing units: 975.

Total subdivided parcels/lots: 45,780.

Total lots sold (deeded or under contract as of May, 1977): 36,126.

Estimated population of absentee ownership: 111,400.

Rate of population growth in the Antelope Valley 1960-75: 33.8 percent.

Projected population growth in the Antelope Valley 1975-90: 53.6 percent.

Existing water resources: 1,500 to 2,000 acre feet/year from groundwater.

California City Operating Budget for Fiscal Year 1978: \$1,933,101.

Resident attitudes: General optimism and pro-growth.

Visible Liabilities:	General fragmentation, deteriorating pavement, bladed roads, limited architectural controls, some deteriorating buildings and high winds in the spring and early summer, areas of dilapidated housing.
Visible Strengths:	Portions of California City Boulevard, landscaped areas, Central Park, City Hall, Fire Station, areas of good housing, clear views of Tehachapi Mountains, no air pollution, pleasant high desert climate, and the newly completed golf course.
Less Visible Liabilities:	Land tied up by right of surface entry problems, considerations regarding the Subdivision Deferred Improvement tracts, limited employment, and the dispersed pattern of single family lots.
Less Visible Strengths:	Citizen commitment toward building a community, reorientation of the City's major developer away from land sales and toward construction and the magnetic attraction to the area as expressed by the residents.
Natural Constraints:	Some flood plain areas and a number of fault lines west of the City. With the exception of one "possible fault" near the center of the community, existing data indicates the majority of the incorporated area to be free of faults.
Existing Zoning:	For a majority of the land area, California City has no official zoning map. Zoning in these areas is defined by the covenants, conditions and restrictions filed with the County as part of the subdivision applications.

SUMMARY OF UNKNOWNNS AND TRENDS

The extended time frame of California City's development goes beyond the cyclical nature of housing, periodic economic depressions and even potential holocausts. The "build-out" period is at least beyond the horizon of the next hundred years. It is only necessary to consider the changes which have occurred since 1878 to not want to spend too much time knowing what life will be like in 2078.

The unusual nature of California City is evident in the following comparison of the State's four largest incorporated areas:

<u>City</u>	<u>Size (miles)</u>	<u>Population</u>	<u>Residents per Square Mile (1977)</u>
Los Angeles	463.9	2,747,000	5,921
San Diego	322.9	750,000	2,322
California City	186.0	2,484	13
San Jose	146.3	523,000	3,575

All cities live with uncertainty as a normal condition of life. During its brief, colorful history California City has attracted simplistic pronouncements as to what its future will or will not be. By contrast to the statements of the past, it is the premise of the General Plan that very few long range conclusions can be drawn concerning the following key determinants:

1. The commitment and direction of future City Councils.
2. Ultimate look and feel of California City.
3. Future water sources and distribution.
4. Future water needs.
5. Future pace of development.
6. Future energy sources and energy needs.
7. Future State and Federal legislation affecting California City.
8. Ultimate population.

The most significant influences which are likely to affect the mid- and long-range future of California City are also those which are most difficult to quantify. They are the national trends and patterns as outlined below:

- . Development Strategies
- . Growth Management
- . Energy Conservation
- . Family Formation
- . Changing Lifestyles
- . Single vs. Multi-Family
- . Climatic Migration
- . Migration to the Country
- . Employment
- . Leisure
- . Culture
- . Education
- . Roles of the Private and Public Sector
- . The Desert Environment
- . Design Awareness

Development Strategies

The mass marketing approach to land sales in this country is over and the business of developing new communities is suffering from a broad range of unfulfilled expectations. The concept of tremendous scale in development with industry seeking to invest in an insatiable market demand is no longer viable. In past years, more than any other industry, the development business has avoided government regulation on a national scale. As a result, community development has evolved into a project-oriented affair with the success or failure of one development having little to do with the potential of another. Presently, however, the goals of land speculation is being replaced by a more community responsive managerial attitude in which the developer's work tends to be inseparable from the governing municipality.

Growth Management

Growth management will be focused most intensely on areas of natural beauty and those with the greatest record of increased population. Some

areas of the country which have been overly exploited will see a decrease in growth while other areas previously passed over will see a corresponding increase.

Conservation

No matter what energy reserves are developed in the future they will be expensive and the global awareness of conservation is here to stay. There will be in the future, as in the past, a trend toward doing more with less. This is both an exercise of social responsibility and the ability to create a more exciting future. The once preferred suburbs are now discussed in terms of "sprawl." It is commonly believed that, at full development, the cost of large lot single purpose residential areas ultimately causes a negative cash flow for the total community. Electronic communication and the automobile continue to increase the ease of decentralization while the awareness of energy efficiencies and the aging population argue for centralization.

Family Formation

From 1970 to 1976 the number of single persons living alone or with roommates nearly doubled, from 327,000 to 666,000 "shared" households. This is a rate seven times faster than family formations from marriages. From 1970 to 1975 marriages decreased by 6.5 percent while the divorce rate increased 60.5 percent. According to a March 1976 Bureau of the Census report, not only has later marriage gained general acceptance, but also a higher proportion of adults will never marry. In 1975, both the U.S. birth and death rates reached their lowest point in history. The result is an older population. By the year 2030, according to a 1977 New York Times report, the median age of Americans will be 37.3 or 8.4 years older than in 1977. By 2030 there will be 46 million Americans over 65, twice as many in that age category as there are today.

Changing Lifestyles

In a 1977 study by the Stanford Research Institute, "Voluntary Simplicity" is defined as, "a way of living that reflects inner convictions; first, that it is better to have things on a human scale; second, that it is better to live frugally, to conserve, recycle, not to waste; and third, that the inner life, rather than externals, is central." Many people believe this philosophy will motivate the fastest growing segment of the U.S. consumer market during the next decade. To live simply is not synonymous with living inexpensively. It is rather a system of values which gravitates toward less clutter, more freedom and personal growth. The resultant citizen is more philosophic, more able to accept life's imperfections and more capable of social cooperation. This new sense of cooperation is potentially capable of producing a better public environment.

Single vs. Multi-Family

Perhaps the most repeated belief of the conventional marketplace is that people prefer single-family dwellings and are not attracted to condominiums,

townhouses and apartments. Many general plans state that for the foreseeable future, residential growth will be single-family detached homes on individual lots. This assertion, although generally agreed upon is in conflict with several emerging patterns. We have costlier-than-ever construction, land and energy; more individuals are living alone; there are smaller family units and a growing number of elderly persons. Forty percent of the dwellings in Los Angeles, a city which epitomizes sprawl, are apartments. If the present trend continues, this percentage will rise to 53 percent by 1990.

Climatic Migration

If any one pattern is observable in our national migration it has been away from cold weather areas to the more moderate temperatures of the south and west. The charm of the old south and the excitement of the west were also in the minds of many migrants. Massive immigration to some western cities has resulted in diminishing their attractiveness. The once wide-open spaces quickly became crowded and lost their original appeal. In some areas population shifts placed a strain on water, agriculture and other resources. Fifteen years ago, California's growth was almost three times what it is today.

Migration to the Country

For the first time in our nation's history the population flow to the countryside has exceeded migration to the cities. During the 1960's a net difference of 2.9 million persons left the country for the city. By dramatic contrast, from 1970 to 1973 there has been a complete reversal resulting in a total inflow to the countryside of 735,000 persons.

Employment

Employment centers continue to have a lessening dependence on both natural resources and traditional strongholds of economic change. They are being created wherever good people find a desirable living environment. Ten of the 25 largest metropolitan areas have not grown in the 1970's with many other urban areas experiencing a net loss in population.

Leisure

There is more time for leisure activities but leisure itself is moving away from mere play to productive leisure. The "do-it-yourself" movement is one such indication. There is a new interest in physical fitness and diet. Major advances in scientific processing have been accompanied by a disenchantment with brightly packaged nutritionless foods. Self-betterment programs are beginning to compete with sports as a national pastime.

Culture

There is a growing awareness of culture as something in which one participates rather than a commodity to be imported or performed by the experts. The advent of rock music has made composers and performers out of more young people than ever in history. Art galleries have grown in number throughout the cities and traveling art fairs are a common occasion in rural areas where not so many years ago "art" was a foreign notion. There is a heightened activity in handcrafts and a changing notion about the demands and benefits of education. During the last decade, many small towns built cultural facilities which rival their central-city counterparts.

Education

A college degree is no longer seen as a ticket to success. The professions are no longer the only reasonable involvement for a person of education. College graduates can be found working in all manner of jobs. Growing older and retiring is no longer synonymous with diminishing one's useful work. Elderly people are returning to school, many getting degrees after retirement. There are an estimated 32 million Americans involved in correspondence courses or some other form of self-directed learning.

Roles of the Private and Public Sector

The traditional adversary position between developers and community governments is a meaningless and wasteful holdover from a much simpler time when neither side was doing much planning. The public planner no longer views the private sector as the "enemy." As planning begins to force more comprehensive evaluation, both sides have the same information from which to evaluate alternatives. It is no longer possible for a private developer to make unilateral decisions. Local governments are beginning to streamline review procedures and to encourage more "profitable" zoning. In terms of community well-being there is only one acceptable course, both private and public sectors must accept mutually determined risks in order to work toward mutually beneficial results.

The Desert Environment

The Federal Government has authorized spending \$40 million over a four year period to master plan 20,000 square miles of California desert. These 12.5 million acres administered by the Bureau of Land Management stretch from the High Sierras and Mono County on the north, 400 miles south to the Mexico border, and from the Colorado River, 130 miles west to the city limits of Los Angeles and the Antelope Valley. The plan which will look at the desert as California's last great reservoir of open space is scheduled for completion in 1980. Included in the plan is added protection for the desert tortoise preserve located immediately north of California City. The planning is being coordinated out of the BLM district office in Riverside, California. The desert is no longer a forgotten place. It has its own unique attraction for a growing number of people which is prompting a growing body of regulations.

Design Awareness

The concept of "good design" has until recently been equated with so-called beautification or isolated instances of attractive buildings. In a few dramatic cases, "good design" was used to describe urban renewal projects which won awards on one hand and destroyed the fabric of the city on the other. In terms of community development good design must always include the look and feel of physical structures but it also pertains to the manner in which people organize to their communal advantage. It has been said that the single most important element which successful communities have, and unsuccessful communities lack, is simply the awareness by the inhabitants that they have the ability to control their own destiny.

Unlike older more complex urban environments, California City enjoys a more community-shared perspective as to its future needs. The Goal Statements which follow herein are the result of extensive work by the Planning Commission as well as other citizen input during the full planning period.



CONCEPT

GOALS AND OBJECTIVES

Planning goals are the most generalized aspirations of the Community. Objectives as used in this report are more specific. They are based on the goal selection motives and are capable of leading to specific policy and programs.

The discussions and public hearings at times produced inconsistencies and competing goals statements. Additional sessions were held to eventually reach Community consensus which is expressed in the following five goals.

GOAL 1:

INCREASE AND DIVERSIFY CALIFORNIA CITY'S ECONOMIC BASE

- Objective 1a: In selected areas encourage the type of higher density mixed-use development patterns which have been demonstrated to produce a favorable tax benefit ratio.
- Objective 1b: Encourage improvement and expansion of Aspen Mall to increase the City's sales tax revenue.
- Objective 1c: Create incentive programs to encourage in-fill and explore future practicable restrictions which discourage unmanageable dispersion.
- Objective 1d: Evaluate each development proposed in terms of municipal services and requirements and revenues from City taxes.
- Objective 1e: Encourage the creation of solar-energy related industries.

GOAL 2:

MAKE CALIFORNIA CITY A MORE SELF-SUFFICIENT AND BALANCED COMMUNITY

- Objective 2a: Encourage new developments that will motivate residents to shop and work in California City.
- Objective 2b: Provide a variety of housing types and neighborhoods in order to satisfy a wider range of resident life styles and needs.
- Objective 2c: Encourage preservation of parts of California City for agricultural and semi-agricultural uses utilizing the latest conservation provisions.

GOAL 3:

ENHANCE THE QUALITY OF CALIFORNIA CITY'S NATURAL AND MAN-MADE ENVIRONMENT

- Objective 3a: Develop major recreational features, such as golf courses, a Water Park, smaller community parks, and activities associated with recreational flying.
- Objective 3b: Encourage the private sector to develop recreational amenities such as a Tennis Center, recreational vehicle park and the Galileo Hill area.
- Objective 3c: Develop a city-wide system of interrelated parks, open space, pathways and greenbelts. Preserve natural open space corridors, such as the existing flood plain areas, of sufficient scale to create a visual connection between major developed areas.
- Objective 3d: Review and update all existing California City ordinances to demand strict adherence to standards of high quality in all development.
- Objective 3e: Define and identify Planned Core Areas subject to special design review restrictions.
- Objective 3f: Upgrade blighted and quasi-blighted residential, commercial and industrial areas.
- Objective 3g: Provide incentives for integrating the planning function with the development of large parcels and incentives for parcel aggregation.
- Objective 3h: Maintain a program for systematically burying all overhead power and telephone lines.

GOAL 4:

PROVIDE FOR MORE LOGICAL TRANSPORTATION IN CALIFORNIA CITY

- Objective 4a: Review all existing and proposed arterial streets in terms of adequacy and consistency.
- Objective 4b: Create a management program capable of limiting street maintenance in non-critical areas.
- Objective 4c: Explore future connections between California City's arterial street system with US 395 to the east and US 58 to the south.
- Objective 4d: Explore long range proposals for area-wide transit and more immediate and limited shuttle services.

- Objective 4e: Improve California City's bicycle and pedestrian transportation facilities.
- Objective 4f: Encourage the location of basic convenience goods and services within walking distances of nearby residences.

GOAL 5:

INCREASE CALIFORNIA CITY'S PUBLIC IMAGE AS A VIABLE, PLEASANT COMMUNITY

- Objective 5a: Review all past activities which caused negative impressions to see if they've been corrected.
- Objective 5b: Review all current activities and communication devices (programs, letterheads, street and building names, etc.) to remove all negative or confusing impressions.
- Objective 5c: Aggressively promote California City's recreational activities.
- Objective 5d: Encourage tree planting and overall maintenance by private citizens.
- Objective 5e: Encourage consistent "street scene" identification and landscaping both by the City as well as private developers.
- Objective 5f: Continually refine an accurate position regarding water sources and encourage pioneering efforts in water conservation and distribution.
- Objective 5g: Communicate a plan of development which comes to grips with California City's special characteristics of overall size, population and ownership patterns.

RECOMMENDATIONS and POLICIES

A major difficulty in town planning is the inability to visualize change. When driving down a freeway with industry on one side and multi-family on the other, the entire scene conveys a sense of having always been that way. It is hard to realize that the wide expanse of paving, the hundreds of cars and the wire fences and buildings could be a relatively recent addition.

It is equally difficult to take a now quiet street in California City and picture the change which will result from the building of structures on land already owned and zoned for a variety of urban purposes.

Although experience teaches differently, we continually try to view dynamic conditions in a series of static perspectives. Communities either grow or die; they cannot stand still. And as they grow they must change; growth implies new forms, new limitations and new opportunities. The General Plan assumes that California City will grow. How it will grow and what type and magnitude of human intervention is appropriate at this time is the subject of this report. A plan is only as good as its execution. And for this reason the Attorney General of the State of California has stated that the "general plan can have statements of condition and prerequisite."

The California City General Plan is not only a physical plan, but a definition of conditions which the citizens of California City have determined to be in the best interests of their Community's future.

Although the nature of the Land Use and Circulation Plan is one of dealing with the distribution and interrelationships of physical elements, its purpose is as a decision-making tool designed to serve human values. Settlement patterns which look and feel primarily designed for cars, trucks and buildings fall short.

Human values can be served or thwarted by what is written between the lines of the plan. This is the element of quality. Behind the following recommendations is the assumption that the pursuit of thoughtful planning will not end with the General Plan, but rather will be continued into all aspects of further study and implementation.

Improvements to existing land use can come about in two ways. The first and most immediate way occurs when the City or a private developer voluntarily initiates new projects having well defined community benefits. The second method is the incremental realization of the General Plan which is effected only as changes are requested by the private sector. This is a slow, tedious process but one which has been very effective when coupled with a design review process.

Consistent standards must be adopted and then followed by a patient and careful administration of step-by-step improvements. These are frequently modest achievements, i.e., a street tree, a new paint job, or a better-looking sign. When new buildings or major remodeling is proposed, more thorough direction can result in screened parking, better circulation, compatible building forms and colors, etc. Effective design review can be greatly enhanced by publishing "anticipatory documents" which indicate the desires of the Community by illustrating preferred directions.

RESIDENTIAL LAND USE

The Housing Element goals of the General Plan include providing a full range of housing choices for all economic and social groups without the deterrents of unreasonable cost, location, condition and design that deprive large segments of the Community from needed housing. The Land Use and Circulation Element is concerned with three planning considerations: diversity, density and site design. Related policies concerning in-filling and logical circulation systems have a direct impact on the cost and quality of housing.

- Policy 1: Encourage compact higher density development in selected areas.
- Policy 2: Maintain the general low-density character of existing single family areas.
- Policy 3: Support locally assisted housing rehabilitation as part of in-filling the older developed areas.
- Policy 4: Encourage a diversity of housing types within residential areas integrating single family detached, zero-lot-line, townhouse, apartments and open space.

COMMERCIAL LAND USE

An objective of the General Plan is to motivate California City's residents to shop and work within the City. Most California City shoppers now depend on shopping centers in other cities. California City should strive to improve its commercial facilities both for the convenience of the residents and to help increase the City's economic base. Commercial development is the land use that generates the greatest amount of ad valorem and sales tax revenue for the City.

The difficulty in expanding the City's commercial opportunities is that commercial businesses do not like to pioneer. Whereas too little commercial use fails to satisfy the needs of residents and forces them to take their shopping dollars elsewhere, too much commercial use leads to vacancies and marginal operations. However, the marginal success or even failure of existing businesses can be misleading. Many small towns have seen "outside" commercial businesses succeed by way of imaginative merchandising techniques where more limited local facilities have failed.

California City is fortunate to have avoided the strip commercial pattern common to most older cities. The defenders of strip commercial see it as a haven for the small businessman and for types of businesses which do not easily fit into a shopping center. This latter point is a factor of economics. An example would be a small business requiring the storage of vehicles, equipment or materials, which might be prohibitive to screen within the aesthetic demands of a shopping center. In California City, such needs would be accommodated in the industrial and business park areas.

Strip commercial was the first and easiest response to the automobile. It must be recognized as being an outdated land use which is undesirable as a prime location for most businesses. In older cities, the commercial strips have lost their vitality to shopping centers while filling up with marginal entrepreneurs having insufficient resources for proper maintenance. With some exceptions, strip commercial areas tend to become visually confused. Each business must compete with its neighbors for a share of fast-moving traffic. The result is a cluttered and illegible street scene.

A detailed cost-benefit study of strip versus center development was published in "The Costs of Sprawl" prepared in April 1974 by the Real Estate Research Corporation. The comparative analysis revealed the following:

- . Street and utility construction costs 35% more in strip commercial areas than in a center.
- . Refuse collection, police and postal service costs are higher for strip commercial.
- . Traffic accident rates are higher for strip development.

For most retail purposes, the commercial strip does not lend itself to convenient shopping. Stores are far apart and separated by heavily traveled streets. Related or complementary types of shops are seldom grouped together. Uncoordinated competition is followed by larger and larger signs as each operator vies for the attention of passing motorists. Attractions are not located so as to draw pedestrian traffic past smaller stores. In the unrelated atmosphere of strip commercial shoppers drive distances that they would easily walk if in a planned center. The result is less efficient shopping and compounded traffic congestion and parking problems. In Los Angeles, approximately one-third of all land zoned into commercial strips is used for residential and other non-business purposes. Certain uses which in themselves serve to attract large volumes of automobile traffic or are directly related to automobile access (i. e., service stations, transit facilities, car leasing agencies, tourist information facilities, etc.) should be given consideration for locating near or along major arterials with proper design controls.

There are basically three types of shopping centers: Neighborhood, Community, and Regional Service.

Aspen Mall is presently the City's retail core. Aspen Mall started with a series of separate buildings, more in the nature of strip commercial with the exception of a common parking lot and connected circulation. Over the years it has grown into a Center and plans are now being considered to enhance its appearance. Aspen Mall has the potential to include approximately 100,000 square feet of gross leasable area on just over nine acres. There are currently scattered parcels of commercial use located across from all four sides of Aspen Mall which should be controlled from further expansion and eventually improved as further development takes place.

Because of California City's location and because of the declining interest in building such centers, it is possible that California City may never have a Regional Shopping Center. What is more likely is that there will ultimately be a series of Community Scale Shopping Centers which take on some of the aspects of a Regional Center.

Two objectives of the General Plan are to encourage in-fill rather than random dispersal and to provide basic convenience goods and services within walking distance of nearby residences. This has been provided by a series of Service Commercial Centers located to serve neighborhood areas. The intersection of California City Boulevard and Randsburg/Mojave Road is an excellent location for community-wide commercial uses. The General Plan indicates the southwest corner as a Community Scale Shopping Center and the northeast corner as a general Commercial Site.

- Policy 5: Encourage new or expanded commercial developments to be located in Centers. Where isolated commercial establishments exist now (for example to the east, north and west of Aspen Mall) care will be taken to not permit these areas to spread into strip commercial.
- Policy 6: Work to upgrade the quality and function of Aspen Mall and to aggressively promote new commercial tenants.
- Policy 7: Create design guidelines for all new shopping centers including landscaping, architectural design, signing and other criteria geared to a design review procedure.
- Policy 8: Encourage commercial uses which contribute to the garden setting or oasis concept of the Community, including flower gardens, tree farms, vineyards, etc.
- Policy 9: Create a Planned Convenience Center District Ordinance including specific provisions for a residential-commercial mix, minimum open space, landscaping requirements and design review. This ordinance will pertain specifically to the Service Commercial Centers.

OFFICE LAND USE

Offices can be constructed in commercial and industrial districts. Offices range in size from small buildings housing local professionals and businessmen to large corporate headquarters. Small, planned office complexes can provide good transition between commercial or industrial districts and residential areas.

- Policy 10: Plan for office development as part of the overall land use pattern, rather than spot zoning.
- Policy 11: Encourage office development as a transition and buffer between commercial or industrial districts and residential areas.

INDUSTRIAL LAND USE

One of the goals of the General Plan is to increase and diversify California City's economic base. Industrial uses yield a high return on taxes and demand a minimum in City services. They create jobs for existing and new City residents. With proper design control, industrial buildings can be an attractive addition to the Community. In terms of municipal services one acre of light industrial land can pay the way of approximately five acres of residential land at four dwelling units per acre.

- Policy 12: Provide administrative assistance to private entrepreneurs and actively engage in an industrial development program toward attracting suitable industry.
- Policy 13: Encourage quality industrial growth through consistent application of high development standards and through allocation of land suitably located and prepared for industrial use.
- Policy 14: Encourage all industrial development to occur in the airport area and prepare a detailed area plan to guide its development. This policy should remain in effect until a "critical mass" is generated before allowing industrial development to occur on other sites.

OPEN SPACE

The heart of California City for decades to come will be the area known as the Community Core. This area must be further developed and maintained as an oasis in the desert. The desert has its own beauty but at some point it needs the relief of water, vegetation and shade.

- Policy 15: Provide an open space corridor in the Cache Creek alignment and study its potential for an area-wide path system.
- Policy 16: Formulate specific guidelines for open space dedication from private development.

- Policy 17: Create and maintain the new 18-hole municipal golf course with visual penetration to arterial streets as per the Land Use Plan.
- Policy 18: Maintain Central Park essentially as is.
- Policy 19: Create a new municipally-owned or leased Water Park adjacent to Central Park on the site of the existing executive golf course.
- Policy 20: Discourage the use of drainage "ditches" in favor of contoured multi-purpose swales.
- Policy 21: Encourage the location of large scale elements, i. e. parks, playing fields, institutional buildings or other non-residential uses at the intersection of major arterials in order to provide visual open space.
- Policy 22: Encourage visual open space in the private sector as part of Planned Unit Developments, buffering along commercial and industrial sites, tree farms, recreational vehicle parks, etc.
- Policy 23: Purchase selected land or open space easements to allow for a logical city-wide open space network. Park and open space should not be purchased by the City if the site is to be used for on-site retention or if credit is to be given for the area in density calculations.

It is the objective of the General Plan to preserve natural open space corridors. In the Scenic Highways Element, adopted on January 14, 1975, Twenty Mule Team Parkway was declared a Scenic Corridor and has since received Federal recognition as such. Although reference is made to the administrative tools available to implement the Scenic Corridors, Twenty Mule Team Parkway remains unprotected. Its alignment is awkwardly varied; it is paralleled by overhead power transmission; and no design restrictions have been formally adopted regarding adjacent development.

- Policy 24: Review all land uses along Twenty Mule Team Parkway. Improve alignment of the road bed and work toward relocating or undergrounding the overhead power transmission lines.

IMAGE

It is a goal of the General Plan to increase California City's public image as a viable pleasant community. California City frequently does not appear on maps and it is not adequately referenced on State highway signs. It is also possible to drive in and out of California City without being aware of its many features.

- Policy 25: Work with the State in order to assure that clear and early directions appear on all related highway signs.
- Policy 26: Work toward a sign ordinance to create a consistent and tasteful look.
- Policy 27: A series of colorful, non-commercial, activity signs should be placed in the California City Boulevard median to bridge the gap between interest centers and portray the many features of California City.
- Policy 28: Private developers should be encouraged to utilize consistent signing and identification which is beneficial to both the developer and the City.

CIRCULATION

In order to formulate logical transportation systems it is first necessary to define the scope of the area served. The land use recommendations have stayed within the 186 square mile limits of incorporation. In terms of a transportation system, California City's boundaries are an arbitrary series of meandering lines along the borders. It is obvious that the overall circulation system will have to be considered independently of the present municipal boundaries.

California City is centered in a triangle of regional arteries made up of State Highway 14 to the west and north (Redrock-Randsburg Road), US Highway 395 to the east and State Highway 58 (Interstate 40) to the south. California City's original Land Use and Circulation Element, adopted in 1968, included a vast freeway-type transportation system which could have easily serviced over a million people.

The ability to forecast beyond 1990 is very limited. At the same time, those traffic corridors which seem to be logical for growth beyond 1990 have been designated for preservation.

- Policy 29: Actively pursue the completion of additional regional connections to US 395, particularly the eastern extension of Twenty Mule Team Parkway.
- Policy 30: Any new street alignments should conform to the long range alignments as indicated on the Circulation Map.
- Policy 31: The amount of unessential pavement in California City should be systematically reduced. Many streets in California City are built at a width comparable to arterial standards but do not carry a significant amount of traffic. As these streets are repaved, they should be narrowed to local street standards for use primarily by the adjacent property owners. Existing conflicts between existing plans and rights-of-way should be corrected in like manner. Portions of the rights-of-way

should be used for a path system and in other cases the land should be relinquished to abutting private properties. The frontage road in front of Aspen Mall should be taken off the public lands and released to Aspen Mall for expanded parking and landscaping.

- Policy 32: Street improvement projects should be in keeping with the priorities of the General Plan phasing map.
- Policy 33: Whenever possible, redesign existing neighborhood street patterns to restrict through traffic from minor streets.
- Policy 34: Encourage the use of curvilinear, loop and cul-de-sac street patterns in residential areas to add visual interest and to increase safety for residents by discouraging speeding and short cutting through residential neighborhoods.
- Policy 35: Provide for an expected increase in bicycle traffic. The most desirable form of bicycle lanes are completely separate from automotive and pedestrian traffic. Although this type of lane is the safest, it is also the most expensive. As an interim measure, bicycle lanes should be striped on existing trafficways, similar to California City Boulevard.
- Policy 36: Allow for easier pedestrian movements throughout the City. Although this involves the construction of paths, it is also a function of land use, i. e., contiguous open space, complementary activities located within walking distance, and the specific design of buildings. For example, the relationships between the residential portions of the Community Core with the Civic and Fine Arts Centers should be designed to encourage walking.

EQUESTRIAN

Although horses no longer qualify as a major transportation device they should become an attractive component of California City's diversified lifestyle. As California City grows, provisions should be made for equestrian paths and facilities.

- Policy 37: Encourage the enhancement and expansion of equestrian facilities and encourage the development of equestrian-oriented residential communities.

AIRPORT

The California City Municipal Airport is covered in a separate Master Plan prepared in September, 1976. The airport is an extremely important facility

for the near term and long range growth of California City. The airport terminal should be modified to portray a more substantial and responsible appearance.

Policy 38: Promote a coordinated program of recreational flying, including soaring and sky diving.

TRANSIT

By now the theoretical inefficiencies of the automobile and the advantage of some form of transit have become household conversation. If we were able to switch from the current single dependence on the automobile to a system of rapid transit and more bicycling and walking, it would be possible to reduce fossil fuel consumption for transportation by a factor of ten.

California City's original concept assumed an unrestrained use of the automobile. It is unrealistic to dramatically alter this concept in the General Plan other than to begin to provide transit on a very modest scale and to encourage future land use patterns more capable of independence from the private motor car. Both of these objectives are related to a more compact urban form.

Policy 39: Reduced travel time should be encouraged by concentrating facilities and increased densities, thus minimizing premature outward expansion.

Policy 40: Adequate transportation systems should be provided as demand occurs and not utilized as a stimulus for dispersion.

Policy 41: Encourage the development of a public transportation system to specific residential and activity centers.

Policy 42: Work toward a "Demand Responsive" system using one or more van-type vehicles.

Policy 43: Encourage the "Planned Core" concept, capable of utilizing transit provisions not only between the Cores but to connect activity centers within each Core.

DEFINITIONS and STANDARDS

While existing zoning has not been allowed to dictate the land use map, the original subdivision pattern has been a major influence in determining the options. In all cases where the original plan was based on a reasonable relationship between land uses no changes were made. In some instances land uses have been redefined or redistributed to provide more appropriate service areas and to be in keeping with the Growth Management program. During the General Plan analysis, inconsistencies were found between the previously adopted Plan, individual tract maps, and various zoning documents. The General Plan should now be used as the Community's constitutional base and all other designations brought into consistency.

Classifications are developed relative to the type, intensity and special conditions of each use. These classifications are keyed into the Land Use Map and numbered as per the tabulation at the end of this section. Where utilized in the context of the General Plan, the term "subdivision" shall mean the same as defined by the State Subdivision Map Act (Government Code Section 66410 ff.).

RESIDENTIAL

Three categories of residential uses have been designated by the proposed Land Use Map. The categories specify the maximum overall gross densities (i.e., including areas devoted to streets) to be permitted on individual properties within each designated area of the Land Use Map. The total permitted number of units in each area may include a variety of housing types (i.e., single-family, multiple-family, duplexes, condominiums, cluster developments, etc., or any combination), provided that the total number of all units on individual properties do not exceed that specified by a given category.

The three categories of residential uses include: low density (2 dwelling units/acre); medium density (6 dwelling units/acre); and high density (over 6 to 40 dwelling units/acre). The very low density category will generally serve to provide for large lot, single-family estates, but may include low density single-family planned unit developments. The medium density category generally provides for single-family detached or attached units ranging from 1 to 6 dwelling units per acre (as contained in standard subdivisions), with additional allowances for low density planned unit developments, (single-family attached or detached units, condominiums, etc.). The intent, again, is not to limit the type of housing unit but the overall maximum density within a given category.

The high density category (ranging from over 6 to 40 units per acre) provides for the widest range of possible housing types (i.e., single-family, multiple-family, duplexes, condominiums, planned unit developments, etc.). Specifically within this category, both single-family and multiple-family units are encouraged to be provided as planned unit developments. The design and arrangement of various housing types and housing unit densities in the high density category should take into account surrounding land uses, accessibility to major access streets, proximity to shopping and recreation facilities, proximity to possible future transit facilities, and availability of public

services and utilities. Special design provisions, including staggered building heights, increased setbacks and landscaping should be incorporated with designs planned to provide sufficient buffering between residential uses of higher and lesser intensity. Such design features should also be incorporated in providing a buffer between residential uses and adjacent commercial, industrial or research/office uses.

CONTROLLED DEVELOPMENT

The Controlled Development areas designated as categories 1 and 11 on the Land Use Map are generally comprised of large unplatted lands of 20 or more acres in size. The Controlled Development category provides for large lot subdivisions, open space uses, agricultural and horticultural uses, and very low density residential uses (1 dwelling unit per 20 acres) to be developed on an interim basis. Further subdivisions of land (of parcels less than 20 acres in size) and/or the development of uses other than those specified by the General Plan would require detailed plans to be provided by the owner and/or developer of such lands. In the case of residential subdivisions, the General Plan allows a maximum density up to 6 dwelling units per acre with approval of a detailed plan. Development proposals may be considered and adopted at any time by the City provided that the above detailed plans serve to address the social, environmental and economic concerns of the Community.

Categories 1 and 11 differ in that Category 1 is essentially comprised of 20 acre parcels and Category 11 is made up of larger parcels or bulk land.

All land areas beyond the City limits but within the City's Sphere of Influence are designated Controlled Development Category 11. Higher intensity development within these areas is subject to the provision of detailed plans as previously discussed.

Planned Core Areas

Land designated as Planned Core Areas are included under Controlled Development and are comprised substantially of unplatted land, situated adjacent to major existing or planned transportation corridors. The first Planned Core Area - The Community Core - has been designed in detail as part of the 1978-1990 General Plan. All other areas so designated as Planned Core Areas by the General Plan are to be planned in similar detail before any development is approved.

Each Planned Core Area will be designed to serve as a strong visual and symbolic element within the Community. These areas will include a variety of related land uses, both public and private, with higher-than-average amounts of open space. The Planned Core Areas will tend to have a public purpose, but will not be limited to public use facilities.

In planning for additional core areas, the provisions of the California Government Code may be utilized as pertaining to Specific Plans, or more simply, detailed land use and circulation plans may be developed as for the Community Core area. All plans will be subject to a subdivision review process and be required to include pertinent details with regard to proposed land uses, proposed circulation and utility improvements, conceptual grading and landscaping improvements, and architectural design themes.

The Planned Core Areas as designated on the Land Use and Circulation Map may be planned in whole or part providing that the planning increment is at least 320 acres or the full area shown on the map which in some cases is less than 320 acres. Where Planned Core Areas are proposed to include residential subdivisions, average densities up to 6 dwelling units per acre will be considered. No further subdivision or building is recommended in the Planned Core Areas until a detailed plan has been prepared and adopted.

COMMERCIAL

Neighborhood Commercial includes shopping centers with off-street parking, or a cluster of street-front stores that serve the immediate neighborhood. Examples of provisions in these areas are supermarkets, bakeries, delicatessens, drugstores, variety stores, restaurants, barber shops, beauty shops, laundromats, dry cleaners, and hardware stores.

Regional/Community Commercial includes a variety and depth of goods and services usually not available in the neighborhood shopping areas. No regional shopping center is anticipated within the 1978-1990 plan because such centers must rely on the aid of large trade areas which will be unavailable for the foreseeable future. However, a community level shopping center may include such provisions as a junior department store, variety store, discount store, sporting goods store, toy stores, book shops, plant stores, fabric stores, appliance dealers, furniture stores, restaurants, and non-retail services such as offices, real estate agents, banks, and insurance brokers. Zoning districts may differentiate between retail and office uses.

Service Commercial facilities provide city-wide and regional services that rely on customers making trips by car and do not necessarily benefit from being located in high-volume pedestrian areas such as shopping centers. Stores located in these areas may include dealers in new and used automobiles, automobile repair and service, motels, veterinarians and small animal hospitals, lumber yards and building supply dealers, and fast-food and other restaurants. In most cases, these functions require good automobile access and service drives so that customers can safely and conveniently load and unload without impeding traffic.

INDUSTRIAL

The light industrial category on the Land Use Map provides for such uses as light manufacturing, assembly, processing and repair of wholesale or retail products, also wholesaling, warehousing and storage uses which are generally compatible with a predominantly residential community. The Research/Office Park category includes specific areas reserved for offices, research and light manufacturing uses which are more compatible with adjacent residential uses. Specific zoning districts applied to Light Industrial category may include provisions for offices, research and light manufacturing as contained in the Research/Office Park category; however, areas designated for Research/Office Park should be limited to those uses which are more compatible with adjoining residential development.

OPEN SPACE and SPECIAL FEATURES

The Conservation Land category on the Land Use Map includes flood plain areas and/or flood control improvements, and major land forms or mountainous areas which exist in various locations throughout the Community. It is intended that development in these areas serve to protect such features for open space and recreational uses. The Galileo Hill Park facility is one such open space use that may be applied to the above areas. Other possible uses would include riding and biking trails incorporated along the area of the flood plain.

It is possible that some of these areas would require an outright purchase to preserve them for open space use. As an alternative the City should consider the prospect of granting a development credit to the property owner which may then apply to other portions of property outside those areas designated as open space. The development credit would be equal to the amount and/or intensity of uses on surrounding portions of property and subject to the acceptance of the property owner. The development rights of the property owner would be dedicated to the City in exchange for the development credit being applied to increasing the density or intensity of uses elsewhere on the property. Where all or a portion of an individual property may be designated for open space, negotiations should be carried out between the property owner and the City to allow the transfer of such development credit to properties located elsewhere in the City. This would include the right of that property owner to sell his development credit to other land owners upon acceptance by the City.

The balance of categories included under Open Space and Special Features includes properties owned by the Bureau of Land Management (classified as Natural Resource Land), approximately 30 square miles designated as part of the Desert Tortoise Preserve, Public Parks intended for active recreation in relation to neighboring residential uses, and Institutional Uses (including schools, school district lands, and church facilities). Additional Institutional Uses may require special use permits where not specifically indicated by the General Plan or future detailed development plans for outlying areas.

CIRCULATION

California City's existing rights-of-way and paving widths are inconsistent and are frequently wider than necessary. The Hacienda Boulevard right-of-way varies from 120 to 180 feet. Redwood Boulevard becomes College Boulevard as it crosses California City Boulevard and at this point the right-of-way drops from 180 to 90 feet. Heather Avenue, which is only 1100 feet long, has a 90 foot right-of-way and 60 feet of paving. Bancroft and Calhoun Courts are cul-de-sacs having 36 feet of pavement. When necessary to repair these areas a greater variety of character between major arterials and local neighborhood streets should be achieved by way of more narrow residential streets as per the joint recommendations of the Urban Land Institute, the American Society of Civil Engineers and the National Association of Homebuilders.

The General Plan divides the existing and future streets and roadways into the following categories:

Reserve Corridors

These are transportation routes which will be analyzed from time to time and utilized when demanded by the need. There are presently no freeways or expressways in California City and no determination is made at this time as to whether the reserve corridors will be for freeways or some other element in the transportation network. The provisions are far in excess of any present planning and are included based on the potential magnitude of the City. No development may occur within the reserve corridors other than streets or path systems which either follow or cross the corridor alignment.

Major Arterials

These are generally six-lane roadways which mainly serve through-traffic and in the future will take traffic to and from expressways and freeways. The east-west leg of California City Boulevard is an example.

Minor Arterials

These are four-lane streets, typically occurring on the section lines. Neuralia and Redwood Boulevards are two examples.

Collector Street

Whereas local streets provide access to adjacent properties only, collector streets carry traffic within an area and provide a connection to the arterials.

LAND USE CATEGORIES

RESIDENTIAL

- 2 One d. u. per 2 acres
- 3 Up to 6 d. u.'s per acre
- 4 Multi-plex units up to 40 d. u.'s per acre

CONTROLLED DEVELOPMENT

- 1/11 Twenty acre parcels with an overlay of up to 6 d. u.'s per acre
- 10 Planned Core Areas

COMMERCIAL

- 5 Neighborhood
- 6 Community
- 7 Service

INDUSTRIAL

- 8 Light Industry
- 9 Research/Office Park

OPEN SPACE and SPECIAL FEATURES

- 12 Conservation Land
- 13 Natural Resource Land
- 14 Tortoise Preserve
- 15 Public Parks
- 16 Institutional

CIRCULATION

Reserve Corridors:

- 180' to 190' r/w
- 250' r/w

Collector Streets:

- 40' to 60' r/w

Arterial Streets:

- 104' to 114' r/w (plus space for bicycle paths and/or equestrian trails where appropriate)

THE COMMUNITY CORE

The appeal of California City must be one of an oasis in the desert. Although the City includes many beautiful areas, the overall development has been too dispersed to create a major visual focus. There is no downtown, no central city and no acknowledged gathering place. The built-up area is scattered and lacks definition. There are no natural or man-made edges and the distance between interest centers makes it difficult to perceive the City as a cohesive community. Because of the broad stretches of flat land and the rectilinear grid system it is difficult to visually identify one street from another. There are very few changes in elevation or street curvature to provide contrast and there is a visible lack of landmark buildings to provide orientation.

The General Plan concept of in-filling will gradually correct the shortcomings brought about by random dispersion. But the City needs a focal point, an urban statement as to the quality and diversity of life in the high desert.

As part of the General Plan effort, approximately 720 acres were aggregated from land partially owned by the City and mainly owned by a private developer. This land area contained an amazing variety of community facilities, including:

- . Civic Center
- . Fire and Police Departments
- . Medical Center and Pharmacy
- . Single Family Dwellings
- . Multi-Family Dwellings
- . 105 Room Motor Hotel
- . Day Care Center
- . Central Park and Lake
- . Executive 18-hole Golf Course
- . Church

Although this list reads like an exemplary program for a City Center, the actual elements were extremely dispersed and unrelated. The land area was bisected by the east-west leg of California City Boulevard and Conklin Boulevard running north and south.

By way of cooperation between the public and private sectors, a plan was devised to achieve the following objectives:

- . To create a distinguished Community Core.
- . To tie together all the present structures.

- To create manageable parcels for new development in a variety of flexible land uses.
- To be consistent with the demands of the present market while at the same time encouraging a more efficient development pattern.
- To introduce a curvilinear street system while minimizing paving and utilities.
- To visually and physically tie both sides of California City Boulevard into one related area.
- To create a focal point which is visible to persons driving into the City.
- To replace the open drainage ditches with wide landscaped swales.
- To contour the land forms and accentuate the dramatic backdrop afforded by the Tehachapi Mountains.
- To enhance the overall 720 acre site with landscaped vistas along all major arterials.
- To provide for expansion to the Motor Hotel.
- To plan for increased recreational provisions including a potential Tennis Center and Water Park.
- To build a premier championship Golf Course capable of drawing from the pent-up Los Angeles market.

In summary, the 720 acre area was seen as an opportunity to create in one coordinated area, the kind of positive planning and development which could only happen at a much less perceptible rate elsewhere in the City.

The key to the program was a 6900 yard championship golf course. Over 400,000 cubic yards of earth were moved to achieve not only a dramatic and challenging course, but the many elements of urban design desired for the Community Core. The golf course provides for deep visual penetration along the arterial street system and internally creates a variety of parcels for both single and multi-family dwellings.

A bridge crosses California City Boulevard to connect the north and south halves of the property. The bridge itself becomes a symbolic entranceway to the Community Core and the rest of the City beyond. A 90 ft. right-of-way which would have bisected the property into two east and west halves was eliminated and replaced with a series of narrower curvilinear roads designed to weave in and out of the golf course and provide efficient connection between the new parcels and the surrounding street system.

All overhead wires will be placed underground and all open cut drainage ditches were replaced with contoured swales and a series of five lakes. A new loop road is designed to relate the Civic Center and Public Safety building. The layout of the roadway creates two new sites for expansion of the Civic Center and the potential addition of a Fine Arts Center. The excessively wide right-of-way for Hacienda Boulevard was reduced with the land being added to the Community Core for additional landscape buffering.

The Community's medical center occurs in the northwest corner of the Core area. Near the Motor Hotel, an area has been designated as Residential-Commercial. This hybrid designation will allow either commercial use or residential use (to 8 units/acre maximum density) or both. Hence, a tennis complex with surrounding high density dwelling units is an example of a permitted use.

Almost all trees were preserved and those which had to be moved were transplanted along the fairways of the new golf course. Two new commercial sites were designated to take advantage of the City's major intersection at California City Boulevard and Randsburg/Mojave Road. The Commercial site southwest of the intersection is recommended to include a mix of offices, retail, restaurants and multi-family residential fronting along the golf course.

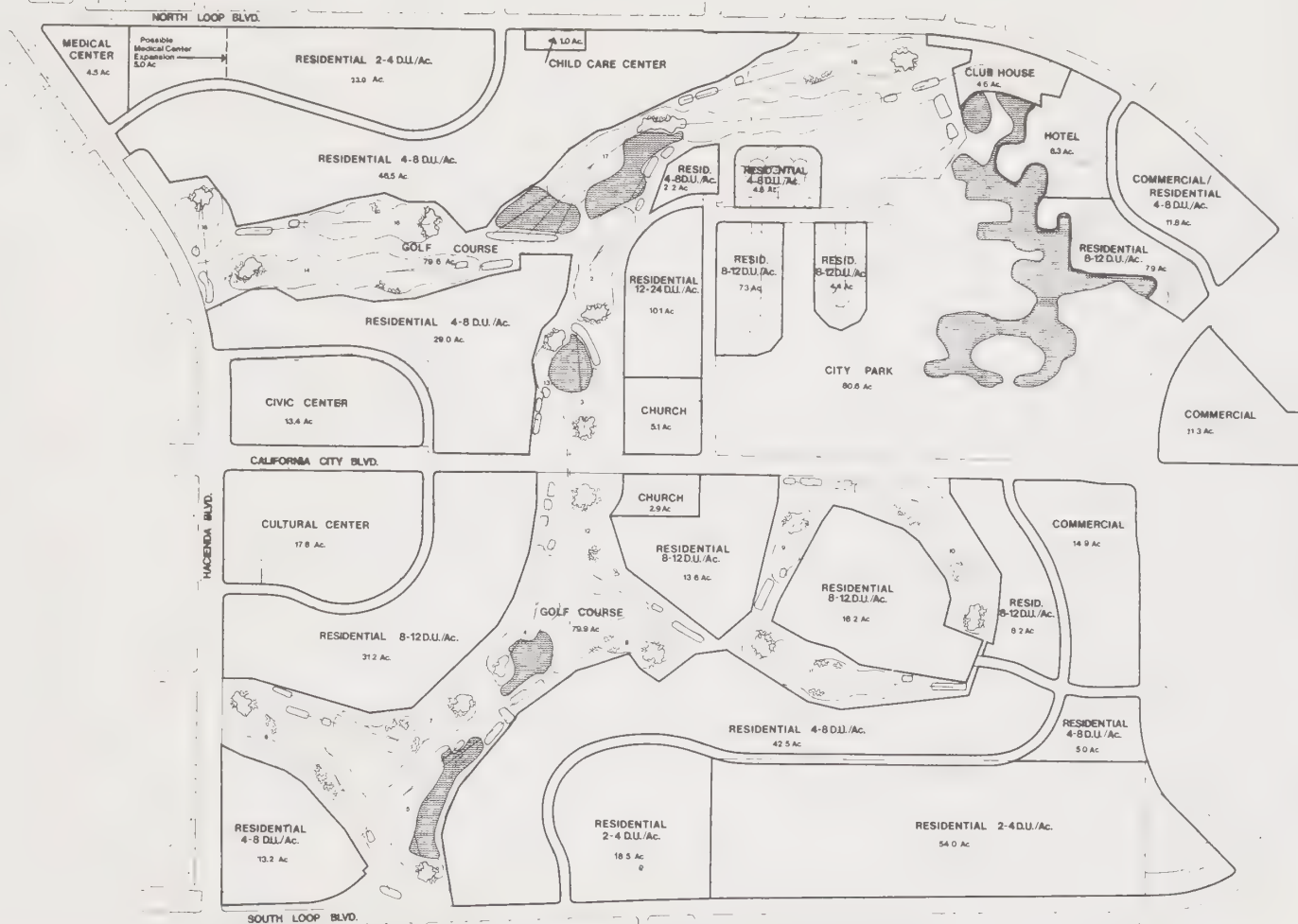
For residential developments within the Community Core, each parcel will be thoroughly planned before any individual sales occur. All residential densities indicated refer to average gross densities. The intention is to permit a combination of higher and lower spot densities comprised of various types and styles of residential units, provided that the specified average density for each area is not exceeded.

The entire Community Core area will be subject to a design review process more stringent than equivalent procedures elsewhere in the City. There will be a new stress put on the kind of thoughtful design which was well understood by the early architecture of the California Region. With the new focus on energy consumption, old ideas are once again new. Shade trees, textured (glare reducing) surfaces, awnings, broad overhanging eaves and arched openings are all architectural features which should be employed not only for human use and comfort but to conserve energy.

In the design of the Civic and Fine Arts Centers, a common mistake of other cities should be avoided. Similar districts have been created as such special purpose places that they become inconvenient and dull. Many government buildings and their environs remain relatively deserted on evenings and weekends, despite the frequently large investment in opulent structures. Public buildings, through thoughtful planning, should be psychologically integrated with their surrounding neighborhoods. The land use mix and circulation system of the Community Core provide a good basis for integration but the idea must be strengthened in the planning of the individual components.

COMMUNITY CORE LAND USE ANALYSIS

<u>LAND USE</u>	<u>ACRES</u>	<u>DWELLING UNITS</u>	
<u>RESIDENTIAL</u>			
2-4 D.U./A.C.	95.5	191	382
4-8 D.U./A.C.	143.0	572	1,144
8-12 D.U./A.C.	90.9	818	1,091
12-24 D.U./A.C.	10.1	121	242
TOTAL RESIDENTIAL	339.5	1,702	2,859
<u>COMMERCIAL</u>			
COMMUNITY SHOPPING	14.9		
HOTEL	8.3		
CLUB HOUSE	4.6		
MEDICAL CENTER	4.5		
RESIDENTIAL/COMMERCIAL			
4-8 D.U./A.C.	11.8	47	94
TOTAL COMMERCIAL	44.1	47	94
<u>INSTITUTIONAL</u>			
CHURCH	8.0		
CIVIC CENTER	13.4		
CULTURAL CENTER	17.8		
CHILD CARE	1.0		
TOTAL INSTITUTIONAL	40.2		
<u>OPEN SPACE</u>			
GOLF COURSE	159.5		
CITY PARK	80.6		
TOTAL OPEN SPACE	240.1		
<u>TOTAL</u>			
	663.9	1,749	2,953



COMMUNITY CORE

California City General Plan

- Residential**
- 1 4 du/ac or less
 - 2 4-8 du/ac
 - 3 8-12 du/ac
 - 4 Multi-family

- Commercial**
- 5 Community
 - 6 Service
 - 7 Office

- Institutional**
- 8 Church
 - 9 Civic Center
 - 10 Cultural Center

- Open Space**
- 11 Golf Course
 - 12 Public Parks
 - 13 Water



San Bern. Publishing This Plan was updated by the California Planning Department, February 1977

GROWTH MANAGEMENT

The management of a community's growth involves two major factors; rate and distribution. The projected rate of growth has already been discussed and the present distribution pattern of California City is low density dispersal.

Rate and distribution must be considered in the context of not only what is desired by the citizens but what is achievable by the municipality. It is as common to desire one's own home in a large lot subdivision as it is to desire efficient government. But from the standpoint of efficiency, the urban pattern should be reasonably compact. The near unanimous conclusion of many parallel studies is that sprawled urban development causes underutilized capital facilities and inefficient services. This conclusion does little in itself to alter the near unanimous dream for the single-family dwelling and its resultant dispersion.

The dream, however, is being disciplined by the inability to provide affordable housing. Also, the inefficiencies caused by sprawled development cost the City money. It is therefore a matter of survival to look very carefully at the entire growth management picture. The two-way task is one of taking advantage of short range market opportunities while at the same time keeping an eye on their long range consequences. The General Plan seeks to achieve a workable balance.

One of the City's primary objectives is to encourage steady and broad-based economic growth. To do this the City must provide for the efficient and fiscally responsible expansion of the service systems, i. e., refuse collection, police and fire protection, etc. Of equal importance is to achieve a favorable cost/revenue balance during development.

But the growing body of growth management knowledge is meaningless without taking into account the specific nature of California City. Approximately 80 percent of the subdivided land has been sold and more than 97 percent of the total land area remains empty, except for bladed roads and, in some cases, partial utilities. Also the City has contractual obligations to extend services beyond the present urbanized area in a manner which will be initially inefficient.

It is to the City's best interest to maintain a good relationship with its taxpayers in these outlying areas. But it is also in the property owner's best interest to have the City try and solve its problems and work toward the kind of efficiency which will ultimately benefit everybody.

Against this background, an effective growth management program is not easily achieved. Although not generally regarded as such, individual actions by the City Council are often growth management practices. Decisions regarding what roads to repair, which building permits to approve and the whole subject of Capital Improvement Programs are a form of ad hoc growth management. All the General Plan seeks to do is to create a rational basis for setting priorities. The most logical basis is that of working out from the existing service systems. To this must be added considerations for tracts 3281, 3282 and 3288, which have a legal rather than physical priority.

The potential population distribution has been analyzed based on existing subdivision patterns. California City's 975 dwelling units are widely distributed

throughout 32 tracts in the built-up area. In the Los Angeles area there are 2.79 people for each residential unit. This figure is expected to drop to 2.50 persons in 20 years. For estimating purposes it has been assumed that California City will average 2.65 persons per dwelling unit between now and 1990. If fully built out, the area in which development has already occurred could accommodate in excess of 60,000 persons. An additional four to five thousand people can be accommodated in tracts 3281, 3282 and 3288.

POLICY

Maintenance, redevelopment and improvement of existing systems should take priority over new development and expansion and extension of facilities. Exceptions will inevitably have to be made in order to respond to any reasonable demand for more serviced land and in the case of the new golf course to enhance the City's drawing power. The intent of this policy is to concentrate on quality development and efficient management. Wherever the net result of expansion can be demonstrated to be in the best long-term interests of the City, an exception should be permitted. If inadequate information exists to judge a project, this fact alone should cause a judgment against the project itself. The burden of proof where a proposal is inconsistent with the General Plan must be on the proposer. However, review and favorable response should be in direct proportion to the quality of the material presented. Whenever innovations, not anticipated by existing ordinance, are able to produce acceptable results, the restricting ordinance should be revised without undue delay.

The Phasing Plan relates to sequence rather than specific time frames. The Phasing Plan is a tool to be used when allocating scarce resources and when encouraging development in one area over another. The benefits which the City seeks to achieve by way of in-filling include:

- Maximum utilization of land in already developed areas.
- A more cohesive city with more perceivable neighborhood variety and identity.
- Increased water and energy conservation.
- Reduced air and water pollution.
- Maximum use of existing service systems and facilities.

The Phasing Plan includes four categories, as follows:

Primary Urban Area

This area consists of 32 tracts occurring mainly in the built-up area. The Primary Urban Area is currently served by full or partial utilities. This area is further divided into five separate phases based on the extent of utilities available and proximity to existing development.

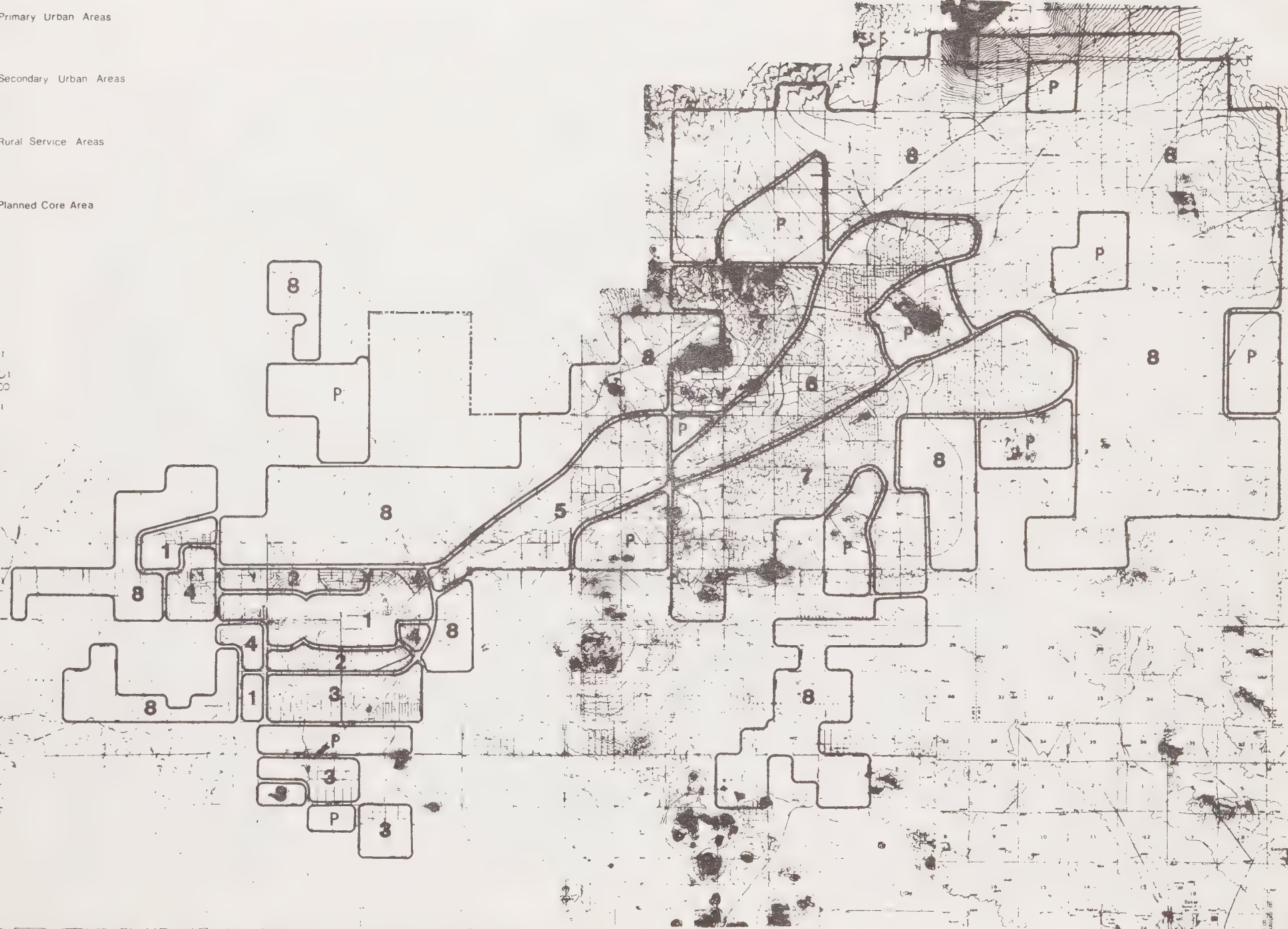
1-4 Primary Urban Areas

5-7 Secondary Urban Areas

8 Rural Service Areas

P Planned Core Area

- 108 -



GROWTH MANAGEMENT

Secondary Urban Area

This area includes the existing water storage tank and extends from the Primary Urban Area on the southwest, along Twenty Mule Team Parkway to Galileo Hill and Tracts 3281, 3282 and 3288 on the northeast. The Secondary Urban Area is divided into three phases. Only limited urban services are recommended until detailed development plans have been prepared and adopted.

Planned Core Areas

These areas have been previously discussed in detail. No further subdivision, building or urban services are recommended until detailed development plans have been prepared and adopted.

Rural Service Area

Includes land designated as Controlled Development and all other land not specifically included under any other phasing category. No urban services are recommended until such time as detailed development plans have been prepared and adopted.

CONVERSION OF OUTLYING AREAS TO MORE INTENSIVE USE

The purpose of the growth management plan is to limit irresponsible actions but without discouraging or penalizing entrepreneurial actions which could have a positive benefit for the City.

It is recognized that a single development of sufficient size could warrant considerations not appropriate for the random accretion of individual smaller scale actions. It would be possible, for example, for a private developer to contract with the City for a totally planned "Community Core" which may be located in the rural areas. Such an action would require a refined plan for the core area which, after adoption, would become part of the General Plan.

Urban and rural development should be closely monitored. As the demand for land approaches saturation, the boundaries of the land use designations should be modified accordingly. In extending higher density uses into rural areas, the following criteria should be considered:

1. Contiguity with existing development (in-fill rather than leapfrog development).
2. Environmental suitability for urban or rural development.
3. Cost/benefit ratio of alternative provisions.
4. Open space and Village identity.

Any development proposal will be considered providing that it adequately addresses the social, environmental and economic concerns of the City. The

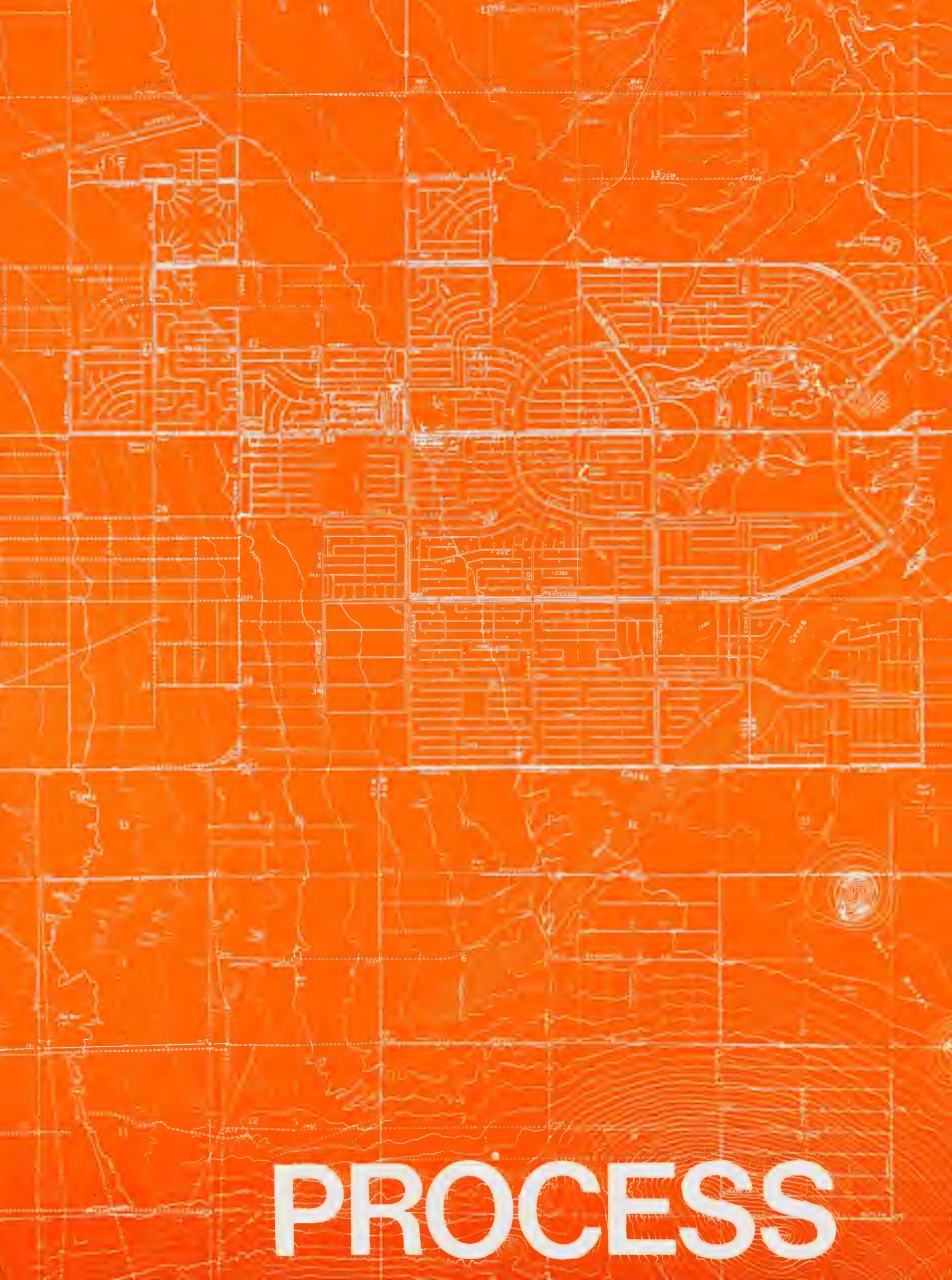
following four categories indicate a range of working relationships in which the City would consider permitting development.

- . Streets and utilities already in place and/or Improvement Districts are available for major links in the street, sewer and water systems.
- . "Payback" agreements for extension of street, sewer and water systems.
- . Developer pays all costs of extending street, sewer and water systems, without the benefit of Improvement Districts or "payback" agreements.
- . Same as above plus developer/residents pay additional maintenance and service costs incurred by the City because of the inefficient development pattern.

State planning law requires that vacant land not be prematurely converted to urbanization. And by now it is commonplace for some general plans to include policies which prohibit or discourage urban sprawl. It is frequently the case that cities cannot provide the services required by dispersed development patterns from the revenues they generate.

Any land use pattern which is fiscally irresponsible for the City will ultimately be to the disadvantage of everyone. There has been much litigation on this issue, especially in California. The California Courts have been inclined to give great weight to the general welfare, permitting a wide range of municipal land regulation. This phenomenon has increased with the flood of newly enacted statutes designed to protect the environment and conserve resources. Particularly in the last decade, California Courts have repeatedly upheld the validity of strict land-use regulations and controls even when they have substantially affected market value in the land when a public purpose is served.

The intent of the General Plan is to treat private development as a welcomed resource and to encourage all activity which contributes to the long term good of the City. The City is desirous of working with the private sector to arrive at more consistent criteria and an orderly process for determining what share of public costs or what degree of public subsidy is to be either imposed or granted upon specific land development projects.



PROCESS

CONSISTENCY WITH OTHER ELEMENTS

According to the State of California General Plan Guidelines, "One of the inherent difficulties in the State Planning Act is the requirement for nine individual elements to be adopted as part of the general plan. The guidelines should provide methods for the combining of elements."

The California City General Plan combines the Land Use and Circulation Elements. According to the State guidelines, "In differing degrees all of the elements of the general plan will contain policies or proposals which relate to the land use element. The land use and circulation elements are almost inseparably related. The nature, routing and design of circulation facilities are among the major determinants of the form of human settlement and of the uses of land. Conversely, land uses create demand for circulation facilities."

It is axiomatic that the circulation system should serve the land uses rather than the other way around. However, the Land Use Element must also accommodate requirements of the circulation system, e.g., to assure that land area is available and reserved for future circulation features (transit, airports, freeways, etc.).

Other interrelationships of the General Plan elements are as follows:

Circulation with Scenic Roads

Scenic roads are distinguished from other roads, in terms of their existing or potential aesthetic quality. It would, of course, be desirable to have every road in the system a "scenic road." What is pertinent here is a priority given to certain alignments which have a higher than average scenic potential.

Scenic Roads with Open Space

Scenic roads are part of the contiguity between open space features. One form of scenic road is in itself a form of linear park or parkway. Another may function as an approach, setting the stage for a scenic open space resource. Yet another may be an artery lacking in natural beauty but designed and landscaped to enhance important urban areas. In each of these examples, scenic roads have the aspect of open space.

Open Space with Conservation

Open space preserved for its aesthetic value is also likely to be a prime habitat for indigenous wildlife species. Conversely, the preservation of areas in the interest of ecology and recreation results in the creation and maintenance of open space.

Conservation with Seismic Safety

These two elements are interrelated with open space. Sensitive areas are set aside to be preserved in their natural, undisturbed states in order to minimize disruption and destruction in the event of a seismic disturbance.

Seismic Safety with Safety

Seismic safety is a principal component in the varied considerations for community safety. The pervading nature of an earthquake relates to all man-made structures, soil conditions and community infrastructure.

Safety with Noise

Noise (unwanted sound) in its extreme forms can be injurious to both mind and body. Levels of noise that can damage hearing and affect emotional health are now becoming commonplace in urban environments and need to be dealt with in the interests of public safety.

Noise with Housing

Extreme noise can, by itself, contribute to the decay of a residential neighborhood. Noise produced by ground traffic, airplanes and railroads are examples which can only be treated in terms of the relationships between Land Use, Circulation and Open Space.

Housing with Land Use

Housing is basically the residential component of the Land Use Element. The Housing Element goes further, however, to prescribe means toward achieving a safe, sanitary, and decent home in a suitable environment.

SPHERE OF INFLUENCE

California's Local Agency Formation Commission (LAFCO) was created in 1963 by the Knox-Nisbet Act. The Act defines the principal state objectives as the "discouragement of urban sprawl and encouragement of the orderly formation and development of local government . . ."

California City's original sphere of influence was adopted by LAFCO on January 22, 1970 and revisions are under way which will become available in the summer of 1978. Since LAFCO was first created, the state legislature has emphasized the Agency's role and has given it much broader powers. It is assumed that a City's sphere of influence is based on its service capabilities, i. e., it is not merely a matter of geographic division between neighboring jurisdictions. The result of this is that a community's sphere of influence can actually be determined to be less than its incorporated area. The premise behind this action is understandable, i. e., the efficient control of land as opposed to the tendency toward undisciplined sprawl.

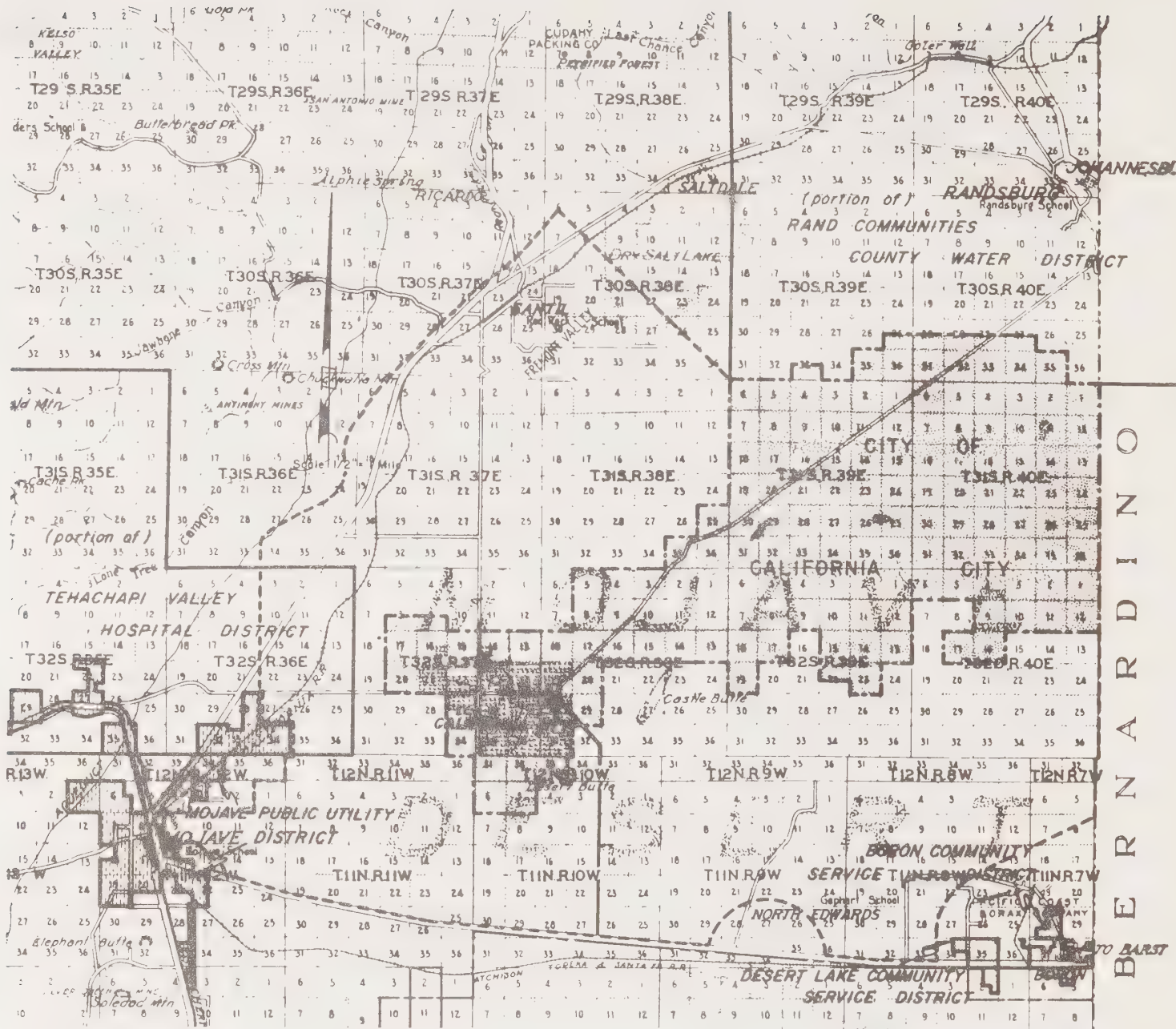
Any proposed change to California City's limits of incorporation would have to be submitted to LAFCO for study with the Executive Director in Bakersfield making a report which would either justify or negate the requested changes. Proposed annexation involving over eleven registered voters requires an election.

California City's first incorporated area included approximately 161 square miles. There have been two subsequent annexations of approximately 2 and 23 square miles respectively. Further annexations have been discussed as being in the City's best interests. There are at least three areas of concern:

- California City's present boundaries are in some areas too irregular for good planning.
- The limits of incorporation go around prominent mountain shapes, thus leaving them beyond the control of future city ordinances for mountain preservation.
- Long stretches of road leading into California City are beyond the city limits and are thus not subject to the protection of future sign ordinances.

The map on the following page indicates California City's original sphere of influence. Although required to consider areas within their sphere of influence, municipalities have no jurisdiction outside their own city limits.

Based on the LAFCO procedures and the language of the Knox-Nisbet Act, it is unlikely that California City could be successful at the present time in any attempts to extend its boundaries. It is therefore imperative that the City work with the County to achieve protection against the potential of scarred hillsides, entrance roads lined with offending signs, and peripheral development which compromises California City's General Plan. As part of the State legislature's growing commitment to limit sprawl, Kern County should be expected to encourage development out of the undeveloped desert and into California City's service area.



SPHERE OF INFLUENCE STUDY

CITY OF CALIFORNIA CITY

SPHERE NO. ____

LEGEND:

Map Prepared By: OFFICE OF THE COUNTY SURVEYOR
At Request Of: LOCAL AGENCY FORMATION COMMISSION
Adopted By: LOCAL AGENCY FORMATION COMMISSION

January 22, 1970

Per Minute Item;

———— SPECIAL DISTRICTS (AS NOTED)
----- CITY OF CALIFORNIA CITY
----- SPHERE OF INFLUENCE

FUTURE STUDIES and PROGRAMS

The General Plan is by nature a long range set of policies and principles. To be effective it must accommodate the continually changing needs and opportunities of California City without becoming so "changeable" that its purpose is thwarted.

Fundamental to the notion of planning is, (1) the collection of accurate information, (2) the study of interrelationships, and (3) the portrayal of cause and effect. Comprehensive planning must move from generals to particulars. Implied in the General Plan are relationships which need to be studied separately in more detail. The results of these separate studies should be the source for continual up-dating and refining of the General Plan itself. Some of the studies are mandated by State law and others go beyond the minimums of legislation into the human values which can be served by good design.

Environmental Impact Report on the General Plan

The environmental impact evaluation can and should be an on-going process which, in effect, results in the General Plan becoming its own environmental impact analysis. A supplementary document should be prepared which specifically addresses each of the seven points noted in the California Environmental Quality Act. Although much of the study and discussion encountered in preparing the General Plan is identical to the CEQA requirements, to include all alternatives in the General Plan would jeopardize its clarity.

Zoning Ordinance Consistency

California State Planning law requires that the City zoning ordinance be consistent with the General Plan. The zoning ordinance has immediate force and effect on each parcel of land whereas the General Plan serves as a body of long range public policy. The zoning ordinance, being current and precise, reflects the existing phase of land development, but should gradually follow the General Plan into the future as appropriate in relation to timing and sequence of uses. In drafting a new zoning ordinance, it is important to be consistent with the intent of the General Plan rather than to try and duplicate it with related zoning districts. For example, it would be inconsistent with the Plan to zone a large area of existing low intensity use to a more intensive use as shown on the General Plan, if a prolonged time span is anticipated. If the transition to the more intensive use occurred at a very gradual rate, scattered uses might result and thus thwart a general plan policy calling for phased cost-effective development.

The attainment of consistency thus lies in the degree of compatability between the policies in the General Plan and the regulatory devices available in the zoning ordinance.

Cost/Benefit Analysis

The General Plan has been prepared within a national mood of cost-effective planning. New attention is being focused on the cost of providing municipal

services to various kinds of land uses. The results of many studies tend to indicate that low density single purpose district cause a negative cash flow and higher density mixed use districts return a surplus. This generality is useful but needs to be supplemented with on-going studies applied to specific circumstances within California City. Such studies should in some cases be undertaken directly by the City and, in others, by the private sector in relationship to proposed development projects.

Economic Development

It is an objective of the General Plan to actively pursue desirable forms of industrial, commercial, residential and recreational development. The City, together with interested developers, is thus in open competition with other communities. Studies should be undertaken and material generated which clearly portrays the benefits and potential of living and working in California City. Such studies should include anticipatory designs, which by way of illustration tend to reinforce related policies of the General Plan.

Urban Design Element

The Government Code of the State of California allows that a General Plan may include a community design element "consisting of standards and principles governing the subdivision of land, and showing recommended designs for community and neighborhood development and redevelopment, including sites for schools, parks, playgrounds and other uses." This is not an element required by the State, but is an optional element for local government.

The General Plan can only refer to the many visual elements of a community which contribute to making it a pleasant or unpleasant place to live. The image and character of the community as sensed by its visitors and residents is a separate study which should result in a "Visual Criteria for City Design." Most every major city has recently undertaken such a study. The nation's communities are a living textbook of mistakes made and lessons learned. A beneficial study for California City would be to portray preferred directions for landscaping, lighting, paving, massing of buildings, street furniture, the effect of colors, textures, etc. Some of these items have already been discussed under the "Community Core" section.

Sign Ordinance

California City has a sign ordinance which was adopted on August 27, 1974, but the City itself does not reflect a comprehensive system of signing and identification. Signs are especially important in California City where everything is spread out and, frequently, a sign is the only visual evidence of the Community's level of design quality. Well designed signs can provide an immediate stimulus to a community's image. Some special purpose activity signs have been proposed for the City and are in the process of being implemented. The City's present sign ordinance should be made more effective and supplemented with illustrations to portray and encourage the benefits which can accrue from thoughtful design. An important area for study would involve extra territorial control along the approaches and entrances to California City.

Capital Improvement Programs

This is the normal and preferred method for constructing and improving the public elements of the City. The C.I.P. should be used as a strategic tool for directly implementing public identity features and coordinating public systems to achieve community design objectives. The City in this manner should seek to influence and complement the kind of private development decisions encouraged by the General Plan.

Planned Unit Development Ordinance

Although California City has an ordinance dated August 24, 1976, the PUD concept remains an unused tool. The ordinance should be reviewed and the benefits of performance-type criteria made more apparent to potential users. City-wide criteria should be developed jointly by the public jurisdiction and the private sector. Where possible, the task of developing specific design guidelines should be left to the private developer to prepare. These can then be reviewed by the City for compatibility with its General Plan and Urban Design Element.

Detailed Area Plans

The California City General Plan includes a more detailed plan for approximately 720 acres known as the "Community Core." Detailed Area Plans should ultimately be prepared for many areas of the City but only at such time that citizen goals be established and enough is known about each area's market potential to guide the planning effort. In essence, the Detailed Area Plan is seen as a more refined level of the General Plan, complete with its own goals, objectives and policies. Where information and coordination will permit, specific area plans should be prepared which, in effect, replace traditional zoning altogether. This would be accomplished by way of City approval of specific layouts accompanied by a detailed narrative of the proposed development.

Amendments to the General Plan

The State of California requires that each of the nine mandatory elements be internally consistent and that each element may be amended up to three times a year. California City's General Plan elements have been prepared over a five year period, some by consultants, some by the City directly and others by staff of the Kern County Council of Governments. In all cases the City Planning Commission has acted in an effort to provide overall continuity.

Whereas the bound booklets and maps become completed "documents" the nature of planning itself is on-going. In the future, as each of the separate elements are reviewed and amended, it should now be more possible to assure internal consistency. Some of the existing elements need to be made less generalized and more appropriate to the specifics of California City.

Civic and Fine Arts Centers

Planning studies should be conducted in the future to determine desirable development and phasing of a civic-cultural complex related to the Community Core and the present City Hall. These facilities are planned to occur both north and south of California City Boulevard, east of Hacienda Boulevard. It is envisioned that multi-use development of public and semi-public institutions be carefully integrated with the overall plan of the Core area.

IMPLEMENTATION

The General Plan which includes the Land Use and Circulation Plan, when adopted, will become the foundation for all proposed capital improvement projects. No subdivision or rezoning will be approved unless it is in harmony with the adopted plan.

Although the adopted Land Use and Circulation Plan will be the basis for a new or modified California City Zoning Ordinance, there are distinctions which must be understood. A zoning map is different from a Land Use Plan and zoning districts are not the same as land use categories. For example, for each land use category there may be one or more acceptable zoning districts. It is also neither necessary nor advisable to prematurely zone blocks of land just to match land use categories.

California State law requires that the General Plan be derived from environmental considerations rather than existing zoning. Hence, some previously zoned areas will now be changed. Where areas of conflict occur with the new Plan, the Planning Commission will make recommendations to the City Council when appropriate. It is suggested that the review procedure may take the following form:

1. Where no improvement exists the land will be rezoned, without compensation, to be compatible with the new General Plan. An exception would be all areas which are beyond the likelihood of present development in which the present zoning is for a lower intensity than that suggested by the General Plan. It is consistent with the intent of the General Plan that the zoning of all such areas not be changed until required by the orderly phased growth of the City.
2. Where an improvement is capable of being used by more than one use, and the current use is substantially incompatible with the surrounding area, an amortization period will be recommended to eliminate the use and to provide for uses compatible with the area. If the current use is compatible, the property will be specifically restricted to that use or another compatible use.
3. If the improvement does not lend itself to more than one use, the Commission will decide if that use is incompatible with the surrounding area. If it is incompatible, an amortization period will be applied to that property. If the use is compatible, the Land Use Plan will be changed to accommodate the existing use but not to allow intensification of the use.
4. In no case shall the residential densities stipulated in the General Plan remove the right to build one dwelling per individual lot or parcel unit, where such right existed prior to adoption of the 1978-1990 Plan.

The General Plan is a comprehensive document which seeks to encourage responsible development and to provide incentives for its implementation. Specific incentives and disincentives are discussed elsewhere in this report. It is a policy of the General Plan that the costs of providing additional services necessitated by population increases (sewage treatment facilities, policing, fire protection, schools, etc.) shall be shared by existing residents of the community providing that the proposed development falls within the areas recommended for development.

Proposed projects conforming to the intent of this plan should be considered for an Environmental Impact Report, "Negative Declaration." If the specific nature of the proposal is not covered by the foresight of the General Plan, then an Environmental Impact Report should be prepared. In any case, conformance with the General Plan should be a major consideration in the action on a specific development proposal. Proposals of lesser suitability or those which fall outside the primary development areas should identify those particular factors responsible for the lesser suitability and recommend appropriate techniques for mitigation.

The General Plan recognizes that in a free society, it must be profitable to "do it a better way" or supportive investment from the private sector is not likely to occur. Hence rather than using zoning to guide growth, standards that measure a project's performance will be encouraged. Bonuses in the form of increased densities will be considered in exchange for open space beyond the specified minimums. In like manner well planned projects of large scale will be judged on their own merits and not be evaluated on the same terms as would smaller fragmented parcels.

Commercial and industrial uses will be encouraged in every way possible but not at the expense of violating the goals, objectives and policies set forth in this report. Residential density designations should be regarded as an "average" for the total site in order to encourage the use of clustering and other innovative land use techniques which increase the Community's economic viability.

Throughout the General Plan, goals, objectives and policies are stated which require control beyond that of mere land use designations. Environmentally there can be no separation between the quality of the planning and that of the resultant structures. There are three ways to implement visual objectives: (1) Projects initiated directly by the City, (2) regulation of private development, and (3) persuasion of private developers. The first step is to assure that whatever the City is responsible for sets a precedent to be equalled by the private sector. Included would be buildings, recreational facilities, landscaping and a consistent sign program.

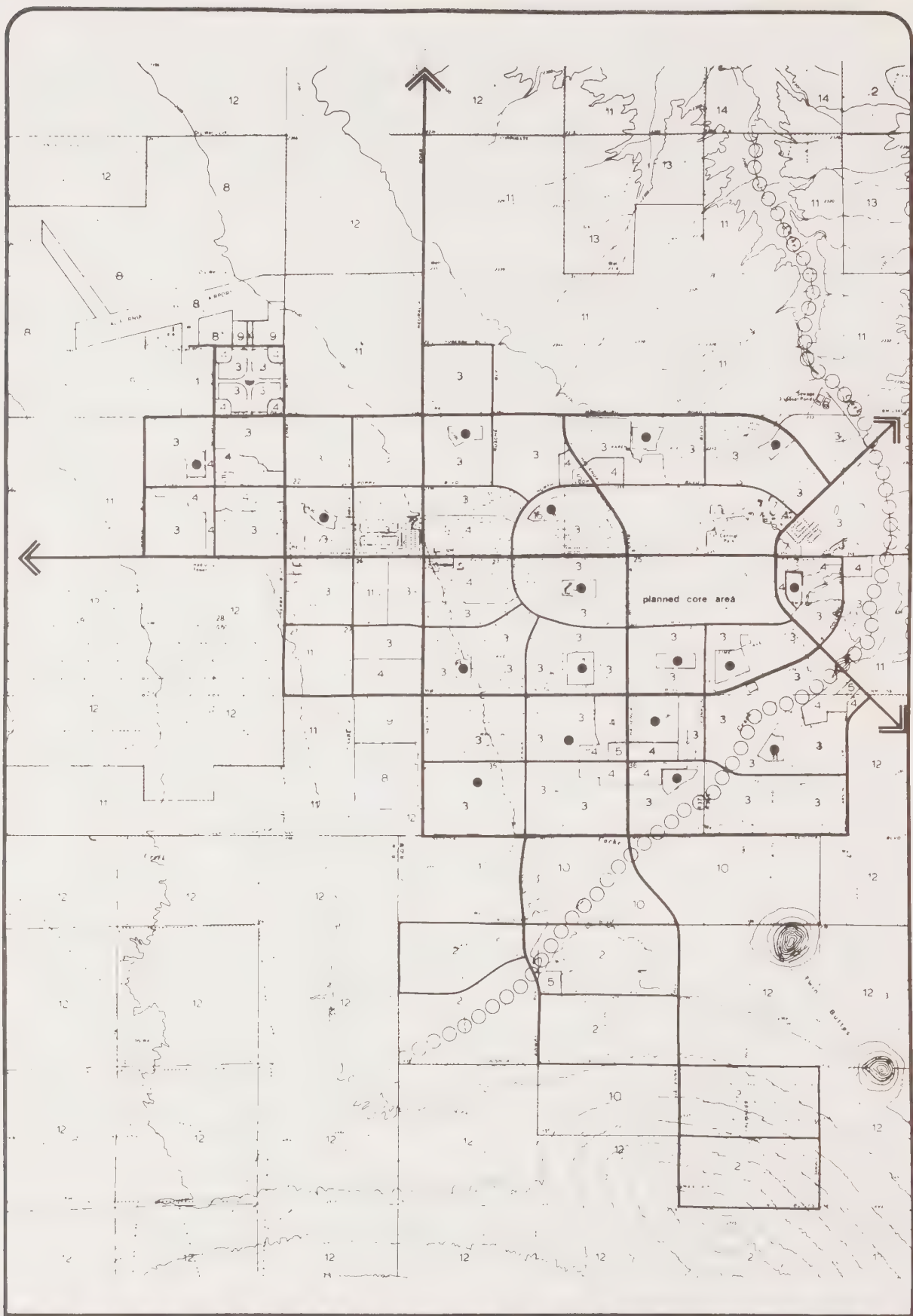
Regulation of private development is necessary but has shown itself to be quite limited in controlling the appearance of private development. The traditional uniform application of codes and ordinances has frequently eliminated the worst, prohibited the best and encouraged the mediocre.

Persuasion of private developers can only be effective if California City itself has a clear and realistic picture of its abilities and expectations. This is the most design conscious time in our history and most developers are aware of

the fact that good design is a marketable product. Excellence in design, however, never takes care of itself. Design quality must be nurtured and encouraged in every negotiation. Studies and "advisory documents" should be undertaken by the City where necessary to help the private sector visualize what is possible and what is desirable. Although economics play a role in everything we do, the pursuit of quality is not solely an economic consideration.

The implementation system can be handled by the strategic application of existing powers and responsibilities rather than resorting to untried exotic approaches. California City's tools include zoning power which can be used to determine density and size of development. The City has subdivision approval authority which can insure that basic public networks and facilities are provided. And it has capital programming authority which can determine the location and timing of services. If all these are applied as a package to implement a well thought out, reasonable and publicly developed plan, most practical objectives of growth management are achievable.

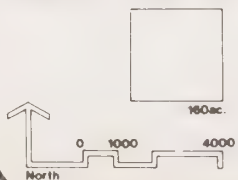
Judging by court cases all over the country and especially in California, proposals based upon well thought out, equitable, reasonable and duly adopted planning are likely to hold up in court. The recommended implementation strategy is thus a systematic strategy of applying existing and traditional methods.



California City General Plan



Land Use & Circulation



Residential

- 2 1 du/2ac
- 3 6 du/ac
- 4 Multi-family

Control Develop.

- 1 Controlled Development
- 10 Planned Core Area

Commercial

- 5 Neighborhood
- 6 Community
- 7 Service
- 8 Light Industrial
- 9 Research Office Park

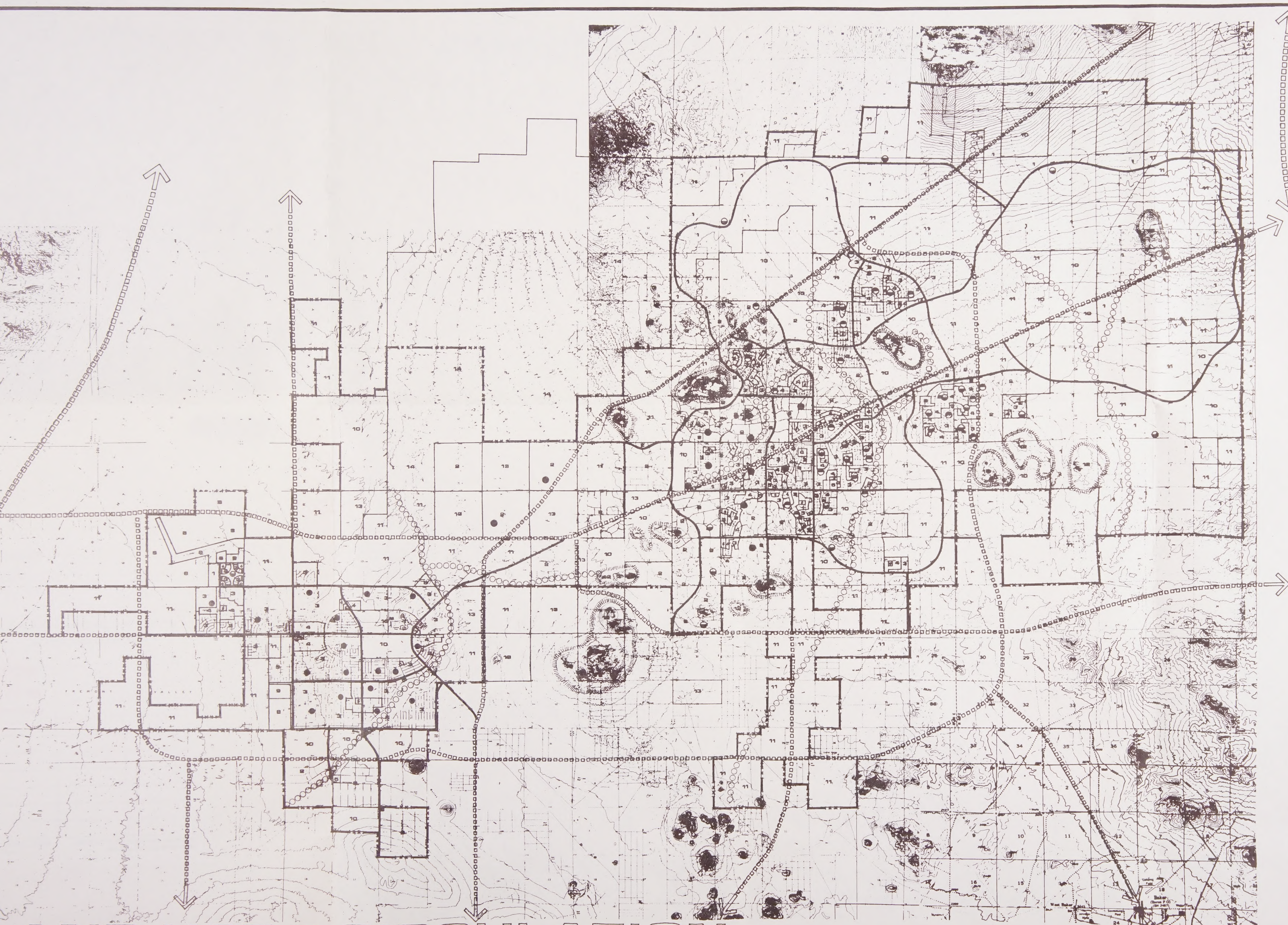
Open Space

- 12 Conservation Land
- 13 Natural Resource Land
- 14 Tortoise Preserve
- 15 Public Park
- 16 Institutional

Circulation

- Arterial
- Collector

- Park & School



California City General Plan

Planning and Architecture: The Frank Lloyd Wright Foundation
Vernon D. Swaback, AIA, AIP

- Residential**
- 2 1 du/2 ac
 - 3 6 du/ac
 - 4 Multi family 40 du/ac

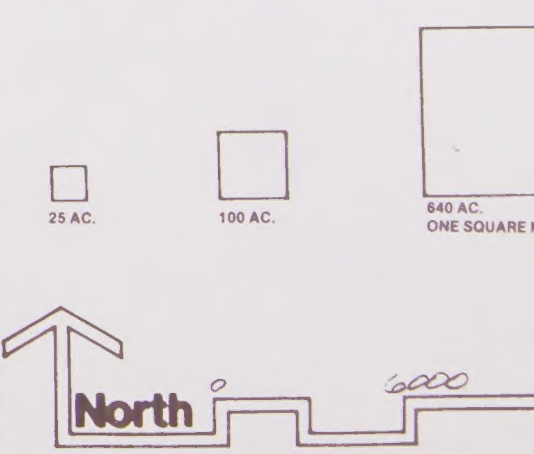
- Controlled Development**
- 11 Controlled Development
 - 10 Planned Core Area

- Commercial**
- 5 Neighborhood
 - 6 Community
 - 7 Service

- Industrial**
- 8 Light Industrial
 - 9 Research Office Park

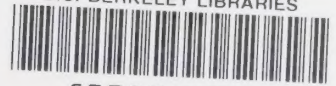
- Open Space**
- 12 Conservation Land
 - 13 Natural Resource Land
 - 14 Tortoise Preserve
 - Public Parks
 - Institutional

- Circulation**
- Reserve Corridor
 - Arterial



LAND USE & CIRCULATION

Base Data Underlying This Plan Was Supplied by The California City Planning Department, February, 1977.



C098088710

RETURN TO:

165L

LOAN PERIOD 1	2	3
Home Use		
4	5	6

ALL BOOKS MAY BE RECALLED AFTER 7 DAYS

DUE AS STAMPED BELOW

U.C. BERKELEY
SENT ON ILL

JAN 24 2014

1 MONTH LOAN



FRESNO

VISALIA

BAKERSFIELD

SANTA BARBARA

LOS ANGELES

POMONA

RIVERSIDE

SAN DIEGO

CALIFORNIA CITY

ONTARIO

SAN BERNARDINO

DEATH VALLEY NATIONAL MONUMENT

CHINA LAKE WEAPONS CENTER

U.S. NAVAL ORDINANCE TEST STATION

FT. IRWIN MILITARY RESERVATION

EDWARDS AIR FORCE BASE

TWENTYNINE PALMS
MARINE CORPS BASE

JOSHUA TREE NATIONAL MONUMENT

ANZA-BORREGO DESERT PARK

150 MILES

100 MILES

50 MILES

100 MILES

150 MILES

INLAND
CALIFORNIA

